

02739/95-4806

CODESRIA EVALUATION 1996

SUBMITTED
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RECEIVED / REÇU

JAN 21 1997

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ACKNOWLEDGMENTS

We would like to express our appreciation to a number of individuals who provided invaluable assistance during the course of this study. We are particularly grateful to Dr. Tade Aina, Deputy Executive Secretary for Publications who supervised this projects and his colleagues, Mamadou Diouf and Ebrima Sall who provide not only useful documentation, but also very important insights. Our also convey our gratitude to Mr. Real Lavergne of IDRC and Mr. Ackwassi of the Ford Foundation for their support for this project and wise counsel.

We also would like to acknowledge with sincere thanks the members of the Executive Committee, the Laureates and members of CODESRIA who received us so warmly in Cameroon, Ghana, Egypt, Ethiopia, Nigeria, Senegal, and Zimbabwe.

Finally special thanks is due to Kathleen Hawthorne who devoted many hours to preparing the charts contained in this study, as well as to Beverley Crane for her typing and other willing assistance.

ACRONYMS

AAE	Association of African Economists
AAPS	African Association of Political Science
AAS	African Academy of Science
AAWORD	Association of African Women for Research and Development
ABC	African Book Cooperative
ACBF	African Capacity Building Foundation
ADIPA	Association of Development Research and Training Institutes of Asia and the Pacific
AEAC	Association des Economistes d'Afrique Centrale
AERC	African Economic Research Consortium
AICARDES	Association des Instituts et Centres Arabes de Recherche pour le Développement Economique et Sociale
ASA	African Studies Association
AWAE	Association of West African Economists
CASA	Conseil Africain des Sociologues et Anthropologues
CERDAS	Council for Research and Documentation for Africa South of the Sahara
CIEREA	Conférence des Doyens, Directeurs de Facultés et d'Ecoles de Sciences Economiques d'Instituts et de Centres de Recherche d'Afrique Noire Francophone
CLASCO	Consejo Latinoamericano de Ciencias Sociales
CODESRIA	Council for the Development of Economic and Social Science Research in Africa
CODICE	CODESRIA Documentation and Information Centre
DANIDA	Danish International Development Agency
EADI	European Association of Development Research and Training Institutes

ESAURP	Eastern and Southern African Universities Research Programme
ICCDA	Inter-Regional Coordinating Committee of Development Associations
ICIPE	International Centre of Insect Physiology and Ecology
IDRC	International Development Research Centre
IDS	Institute for Development Studies
IFAN	Institut Fondamental d'Afrique Noire
ILCA	International Livestock Centre for Africa
IMF	International Monetary Fund
MANSCI	Management of Science and Technology for Development in Africa
MNWG	Multinational Working Group
NAI	Nordiska afrikainstitutet, the Scandinavian Institute of African Studies
NGO	Non-Governmental Organization
NORAD	Norwegian Agency for Development
NWG	National Working Group
OAU	Organisation of African Unity
OECD	Organisation for Economic Cooperation and Development
OSSREA	Organisation of Social Science Research in Eastern Africa
PAA	Pan-African Association of Anthropologists
SADCC	Southern Africa Development Coordination Conference
SADRA	Southern African Development Research Association
SAPES	Southern African Association of Political and Economic Sciences
SAREC	Swedish Agency for Research Cooperation with Developing Countries
SARIPS	Southern Africa Regional Institute for Policy Studies, the follow-up of SAPES

SIDA	Swedish International Development Authority
SSCN	Social Science Council of Nigeria
TWF	Third World Forum
UNDP	United Nations Development Program
UNESCO	United Nations Educational, Scientific and Cultural Organisation
WIN	Women in Nigeria
ZIBF	Zimbabwe International Book Fair

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CHAPTER I

INTRODUCTION

The Council for the Development of Social Science Research in Africa is a household name among social scientists in Africa, especially among those Mkandawire calls the "third generation" of scholars.¹ These are scholars who, by the time of their entry into the research culture were generally incapacitated by the deteriorating conditions of the universities and other research outfits in Africa. Although many of these researchers grudge CODESRIA's dominance by first and second generation academics, they are enthusiastic about its various programmes through which their research interests and by extension, their careers have been given a boost.

Founded some twenty-three years ago, at a time of intense East-West rivalry, CODESRIA assumed a Pan-African posture and successfully translated that posture into a mandate and a mission. Today, there is no doubt, even the minds of those who have accused it of ideological bias in its intellectual orientation, that it has become a force to reckon with in the contested terrain of scholarly debates on the African condition. It has, so most of its admirers claim with pride, established a niche that places CODESRIA in the class of leading social science research institutions around the world. Yet because of the changing context in which it operates, its funding regime and its expanded constituency, CODESRIA faces new challenges which it ignores at the risk of its relevance and sustainability.

Background to the Self-Evaluation

During the twenty three years of its existence, CODESRIA has been the subject of two major

evaluations undertaken by teams appointed by the Council's major donors. In addition, there have been evaluations on specific projects, such as those on the Population and Industrial Policies networks. The first study was the Canadian International Development Research Center (IDRC)/Ford Foundation evaluation in 1983-1984 and the most recent evaluation was conducted in 1990 by a team appointed by the Swedish Agency for Research Cooperation in Developing Countries (SAREC). In both instances, the evaluations focused on the impact of CODESRIA Social Science research in Africa and devoted little attention to the institutional and management aspects of the Council.

This current evaluation is different in two main respects, first it is an internal evaluation conducted by Consultants appointed by CODESRIA and secondly, it is much broader in scope. According to the Draft Terms of reference and Work Plan for the Self Evaluation of CODESRIA prepared by the Secretariat, the main objective of the 1996 evaluation is,

to assist CODESRIA to enhance its management and institutional capacity to fulfill its mandate as a pan-African institution whose main task is the promotion of social science research in Africa by providing a pattern of critical reflections, self examination, and the appraisal of the functioning and directions of the institutions. The findings and recommendations of the evaluation will after due consideration by the Executive Committee and CODESRIA Secretariat form the basis of [a] strategic management and change process.²

It is important to review the background to the current exercise of self-evaluation. As an instrument of introspection, the exercise provides the organization with a singular opportunity to ask and seek answers to fundamental questions regarding its history, mission, mandate, and relevance in a changed context.

However, CODESRIA's initiative in institutional self-evaluation cannot be said to be entirely self-propelled. Given its funding regime, it cannot but take into consideration the various and at times conflicting interests of its diverse stakeholders, i.e. African constituency, donors, and end users of its products. Thus it can be rightly assumed that the latter, if not the former, would be keenly interested in the outcome of a self-evaluation. This is clearly evident in the great interest displayed by such donors as IDRC and the Ford Foundation, in the various activities, meetings, and workshops that preceded the fieldwork for this exercise.

The Secretariat and the Executive Committee of CODESRIA undertook an elaborate series of consultations and conducted a three day methodological workshop October 25-27, 1995, for which Universalis, a Canadian firm, served as the principal facilitator. The objective of the workshop was to define the scope and focus of the current evaluation. During the course of the workshop an important debate ensued on whether this should be an external or a "self" evaluation. While IDRC preferred an external evaluation, the Ford Foundation representative expressed support for a "self-evaluation." Subsequently on January 23, 1996, a Workshop was held to review the draft terms of reference for the Self-evaluation of CODESRIA.³ The outcome of this process was the identification of five broad areas of concern, each of which contains a set of key strategic questions, a set of related sub-themes and more specific elements.

The five broad areas of focus are indicated below. The complete list of broad areas and sub-themes can be found in Appendix 1.

- The Mandate/Mission of CODESRIA
- The Governance of CODESRIA
- The Operational Systems and Management of CODESRIA
- Sustainability/Institutional Development
- Institutional Culture

The IDRC was quite candid during the course of these meetings, as reflected in its very engaging contributions. Underpinning much of its contributions is its view that "to be able to make funding decisions that will target the Centre's resources to areas of greatest need, IDRC requires comprehensive information about the institution it funds." The meetings were primarily designed to crystallize areas of common concern and interest among the major donors, especially IDRC and Ford on the one hand, and between them and CODESRIA on the other. It was at one of these meetings that the issue of external resource persons for the exercise was discussed and resolved, albeit unambiguously. For even though it was the consensus that CODESRIA would employ external experts to complement its team for the exercise, IDRC appears to have preferred that an external advisor, Universalis, a Quebec based consulting firm, play a central role in the evaluation process. This provided the rationale for Universalis's involvement, especially in the preparations leading to the actual study.

It is important to point out here that the conflicting conceptions of Universalis's role by IDRC on the one hand and CODESRIA on the other, constituted a major source of disagreement in the determination of the central questions to address in the evaluation. For while CODESRIA regards the exercise as an instrument of introspection, IDRC perceives it as a step towards an external evaluation of the institutions it funds. This much is clear from one of the exchanges between

Universalialia and the Dakar office of the IDRC, "Universalialia's role" declared the principal partner in the organization," in the process [of evaluation] is clearly spelled out in our terms of reference with IDRC. We are to coach through the process through a workshop and a series of follow-up visits and communications and at the end, render an expert opinion and a report regarding the self-assessment of each Center"⁴ (our emphasis). Notwithstanding the controversy over this claim, the Workshop facilitated by Universalialia personnel in Dakar from October 25-27, 1995 did provide a much needed opportunity for participants to examine some of the unfounded assumptions about institutional evaluation in Africa. At the end of the three-day workshop, each of the participating institutions, CEDRES, CIRES, CODESRIA, CREA on the one hand and Ford, IDRC and UNIVERSALIA on the other, hopefully left the venue of the workshop more informed about the reality confronting them.

Terms of Reference

Although the October Workshop produced some general guidelines for the generation of terms of reference for the evaluation, CODESRIA did not, as was the case with previous evaluations, give specific terms of reference for the exercise. Instead it produced a document detailing the general expectations from the exercise, and from which we have distilled the terms of reference. Broadly, we understand our terms of reference to be the evaluation of CODESRIA's performance in relation to its mission, mandate, governance structure, operational system and management, sustainability, institutional development and culture. The central questions which the evaluation addresses, therefore, revolve around CODESRIA's relevance to contemporary Africa. This requires the

examination of its mission in the light of the deepening crisis of the continent, the relationship between the structure of governance and its output, and the sustainability of its current profile.

Methodology

The report is based on data gathered from four main sources, CODESRIA documents, secondary sources, focus group observations and interviews and survey findings. The Secretariat provided the Consultants with a number of documents, the list of which is provided in Appendix 3. However, it was not possible to obtain complete information on the work of the Executive Committee. A select number of Executive Secretary Reports to the Executive Committee and Minutes from these sessions were provided only in mid-June 1996. We did not have five year trend data with respect to dues paying members and there were gaps in our information concerning the status of the various Multinational and National Working Groups research projects. As a result of time pressures, we were not able to interview anyone from CODESRIA's Documentation Unit or learn enough about its operations.

The Consultants did have the opportunity to observe the last working day of the Selection Committee for Small Grants and to speak with the Committee members and the Secretariat Assistant Program Manager about the process. Two members of the Selection Committee were also members of the Executive Committee.

In view of the broad scope of the study and the different nature of the various stakeholders, the Evaluation team identified the five major stakeholders indicated below and prepared separate survey instruments for each group.

- CODESRIA Laureates, Members and Participants
- Members of the CODESRIA Executive Committee
- Cooperating and Competing Institutions
- Members of the CODESRIA Secretariat
- CODESRIA Donors

Given the often unpredictability of sending and receiving mail in Africa and to seek maximum impact, three decisions were made that affected the methodology of the study. The survey would not be administered on a random sampling basis; the Consultants would personally interview each respondent based upon a list prepared by the Secretariat; and the questions on the survey would be open ended so as not to constrain the participants in the study. Five questionnaires were developed, one for each of CODESRIA's main stakeholders: the Laureates and Members of the Executive Committee, the cooperating and competing institutions, the Donors and personnel in the CODESRIA secretariat. Survey questions were designed to cover the five main areas of inquiry for the study outlined in the Terms of Reference document. Every effort was made to include a representative sample of countries in each of the five regions recognized by CODESRIA (West Africa, Central Africa, Southern Africa, East Africa and North Africa) and of the major linguistic groups (Arabic, English, French and Portuguese). The countries selected for visits by the Consultants were: Cameroon, Ghana, Egypt, Ethiopia, Mozambique, Nigeria, Senegal, and Zimbabwe. In addition to interviews with Laureates, several institutions were to be visited in each country.

- Yaoundé, Cameroon
 - IRIC, University of Yaoundé II
 - University of Yaoundé I
- Accra, Ghana
 - University of Ghana, Legon
 - Association of African Universities
- Cairo, Egypt
 - Center for the Study of Developing Countries, Cairo University
 - Arab Center for Development and Futuristic Studies
 - Arab Research Center
 - Third World Forum
 - Department of Sociology, Ain Shams University
 - Al Ahram Center for Political and Strategic Studies
- Addis Ababa, Ethiopia
 - Economic Commission for Africa
 - Institute of Development Research, Addis Ababa University
 - Organization for Social Science Research in Eastern and Southern Africa (OSSREA)
- Ibadan, Zaria, and Jos, Nigeria
 - University of Ibadan
 - Amadu Bello University
 - University of Jos
- Dakar, Senegal
 - Diop University
 - Third World Forum
 - IDRC
 - Ford Foundation
 - Embassy of the Netherlands
 - Ministère de l'Environnement et de la Protection de la Nature
 - CODESRIA

- Harare, Zimbabwe

SAPES

Institute of Development Studies, University of Zimbabwe

Faculty of Social Sciences, University of Zimbabwe

Association of African Political Scientists (AAPS)

African Capacity Building Foundation (ACABF)

Zimbabwe International Book Fair (ZIBF)

Unfortunately, because of unusually heavy seasonal rainstorms which affected telephone cable and telefax communications, and time constraints, it was not possible to obtain any response to efforts to contact prospective interviewees in Mozambique. Therefore, that country was not included in the survey. Regrettably, as a result of time pressures at the end of the field data collection phase of the project, the Consultants were only able to interview eight members of the Secretariat and had to cancel some appointments made with several Senegalese Laureates.

The questionnaire based interviews were conducted over a two and one half week period. A total of 55 respondents participated in the survey: 34 laureates, members or participants in CODESRIA programs; 6 members of the Executive Board, 8 representatives of cooperating institutions, 3 donors and 6 members of the CODESRIA Secretariat. Several other important individuals were interviewed prior to the completion of the five survey instruments, Mr. Samir Amin, Director of Third World Forum and first Executive Secretary of CODESRIA; two members of the Executive Committee, Professor E. Wamba Dia Wamba and Professor Abdelghani Abouhani, as well as Moribo Touré, Deputy Executive Secretary for Training and Grants and Mamadou Diouf, Program Officer for Research from the Secretariat. As a result, their views are not reflected in the survey tabulations, but have been infused, as appropriate, in the textual analysis of the findings. All of the Executive Secretaries of CODESRIA since its inception were interviewed.

CHAPTER II

HISTORICAL OVERVIEW OF CODESRIA

The Council for the Development of Social Science Research in Africa (CODESRIA) was established in 1973. According to its Statutes, CODESRIA has seven main objectives:

- to develop the Social sciences in Africa by encouraging African social science researchers to undertake fundamental research on development problems based upon a perspective that responds to the needs of the African people;
- to promote and sustain continent wide comparative research which reflects the specificity of the development process in Africa;
- to promote the publication and dissemination of the results of the work of African scholars;
- to promote an African network for documentation in the Social Sciences;
- to promote and defend the principle of independent thought and research and the academic freedom of the scholars;
- to encourage cooperation and collaboration among universities and African research and training organizations in the social sciences; and
- to promote relations with similar international organizations and develop collaboration between such organizations and CODESRIA.

In many ways CODESRIA is a very unique organization, some would go so far to say it is an anomaly. This organization headquartered in Dakar, Senegal has been granted international diplomatic status by the host government, but it is not an intergovernmental organizations whose financial support comes from member states who serve on its governance bodies. Although headquartered in a francophone state, historically its Secretariat leadership has been principally anglophone. While it has a significant Secretariat staff, the organizational culture of this Council

principally of academics is essentially non-bureaucratic. Although CODESRIA functions mainly like an academic professional organization in the organization of a triennial meeting for its membership, persons invited and funded to attend the triennial meeting are principally those whose proposed papers are suitable to the conference them. As a result, the representation at the General Assembly, the highest governing body of CODESRIA, does not necessarily reflect either the profile of its membership or regional representation. Although it is an organization exclusively of African scholars who focus on social science research on Africa, very few of its members pay dues on a regular basis and the lion's share of its funding comes from donors from the North. Even though CODESRIA continues to execute an increasingly diverse and complex series of programs, it in many ways continues to function like a professional academic association. Finally, in many ways CODESRIA acts like an operating foundation for social science research, however the governing body who sets the research priorities is not an external Board precluded from benefiting from the programs of the organization, but are among the funded beneficiaries and participants in the organization's program activities.

Despite these seeming structural anomalies, CODESRIA has existed and delivered effective programs for over twenty-three years. However, with the changing external environment and evolving donor priorities, this may be a propitious time to reexamine CODESRIA's structure and functioning.

While virtual reality technology does not yet allow us to fully recreate a historical context, it is important to understand the political and economic events of a period that necessarily influenced institutional development and intellectual thought at that time. Although the time lines are not precise, it is possible to characterize the four decades since the wave of independence on the African

continent. The 1960s, which opened with the independence of Nigeria, all of the francophone African states including the then Congo (Leopoldville) and the trust territories of Togoland and Tanzania, began as the decade of euphoria. However, this elation was short-lived as a series of coups d'état and civil wars beset the fragile new states. President Sylvanus Olympio of Togo was assassinated in 1962. Benin had a palace coup which replaced President Maga in 1963. In 1964 President Youlou of Congo was removed from power; Nkrumah in Ghana suffered the same fate in 1966 and following the 1967 coup of young military officers in Nigeria, that country was plunged into a devastating civil war by 1968.

The political instability at the national level was aggravated by the neo-colonialist Katanga secessionist movement in July 1960 led by Moïse Tshombe on behalf of his European supporters. This unleashed a major conflict, the largest United Nations peacekeeping operation since the inception of that organization and an east-west alignment of the international community and that affected Africa, as the newly independent states split into the nationalist Casablanca Group, who supported Patrice Lumumba, and the more western Monrovia group who embraced Cyrille Adoula.

On the economic front, after witnessing the European effort to retain control of the mineral rich Katanga, developing countries began to seek ways to prevent the alienation of their own natural resources. African and Latin American states led the effort to adopt a declaration in the United Nations in 1962 on the Economic Rights and Duties of States. By 1964 the developing countries had called for a UN Conference on Trade and Development and a "new international economic order" (NIEO) acts which crystallized the north-south cleavage in the international community.

Latin American countries were natural allies of African states on north-south questions. They had led the abortive move after the establishment of the United Nations in 1945 to establish

an International Trade Organization out of concern about their dependent economic relations with the United States. In addition, Raul Prebisch, the head of the Economic Commission for Latin America (ECLA, later ECLAC to include the Caribbean), as did Samir Amin from the time he became Director of the UN Institute for Development and Economic Planning (IDEP) in Senegal in 1970, had begun to develop position papers and a cadre of economists and development specialists who reflected a more nationalist regional perspective on economic issues.

The 1970s and the Second United Nations Development Decade, were marked by more strident tones in the north-south debate on the NIEO leading up to the Seventh Special Session of the United Nations on North South questions held in New York in 1974. African countries wrestled with the difficulties of transforming the colonial economies they inherited into economies with sustained growth whose priorities served the peoples of Africa. The seventies witnessed a significant increase of donor assistance to Africa and a heightened United Nations system presence. In addition to IDEP, established in Dakar, Senegal in 1962 during the sixties and seventies, the Economic Commission for Africa (ECA) and African governments created or sponsored thirty-seven institutions--banks, clearing houses, consultancy/advisory services, research and training institutes--designed to fill important develop gaps in the member states through capacity building programs, research and consultancy services. Only nine of these had mandates within the field of socio-economic development.⁵ Midway through the decade, the Organization of Petrol Exporting Countries' (OPEC) designed to treble oil prices in response to the United States support of Israel in the Yom Kippur war of October 1973, marked a major turning point in the economic gains made by African economies. The oil crisis merely exacerbated the difficulties faced by the countries of the

west African Sahel and in Ethiopia, who experienced one of the worst droughts and famines in recent history between 1973-1975.

On the political front, the 1970s placed the spotlight on southern Africa and the Horn beginning with the unilateral declaration of independence (UDI) in Southern Rhodesia. The fall of the authoritarian Caetano regime in Portugal in 1974 accelerated the liberation struggles in Angola and Mozambique and heightened the concerns of South Africa's apartheid regime as the buffer states against majority ruled Africa moved closer to independence. The overthrow of Emperor Haile Selassie by a marxist military coup in 1975 and the soviet assisted liberation struggles in southern Africa reinforced the east-west tensions being played out on the African continent.

Most observers now accept the assertion that the 1980s were a lost decade for development. Crippled by the high cost of oil, food grains and manufactured goods from the north and burdened by financial obligations owed from previous loans, African countries slumped into debt and economic stagnation. This is the period of the assertive World Bank/International Monetary Fund (WB/IMF) intrusion into economic policy making in African countries through structural adjustment programs (SAPs). The approximately thirty African countries who concluded structural adjustment agreements with the World Bank and the IMF typically were obliged to devalue their currency, reduce the civil service, eliminate food subsidies, privatize parastatal companies, and cutback support for higher education to improve basic education. By the end of the decade, particularly after the fall of the Berlin wall and the disintegration of the Soviet Union, donor countries were insisting that democratization be added to the existing conditionalities for economic assistance (respect for human rights, taking women into account and protecting the environment). The donor community, led by the World Bank, having attributed Africa's economic decline to poor management,

established the African Capacity Building Initiative (later Foundation) to set up institutes for training and research in free market policy analysis and economic management.

The 1990s in Africa can be viewed as the decade for democratization, donor fatigue and ethnic conflict. It is during this decade that South Africa became a democratic, non-racial majority ruled country and many other countries, beginning with the 1991 National Conference in Benin, experimented with multi-party elections and democratization. Early in the decade beginning with the annulment of the democratic elections by the military in Nigeria, we began to see the erosion of the progressive democratic regimes through military coups in Niger and Guinea and the reelection of the former Marxist military leader, General Kerekou in Benin. Genocidal civil wars in the former Yugoslavia, Somalia and Rwanda combined with the absence of east-west rivalry increase the cynicism about the futility of development in Africa and remove the rationale for high levels of economic assistance. An examination of the continuing relevance of CODESRIA programs will be made against this background of the changing external environment in the eighties and nineties.

Environmental Context and the Establishment of CODESRIA

Most observers of CODESRIA's evolution refer to three periods in its development: (1) the sixties to 1975, the period of pre-establishment planning and initial formation; (2) from 1975 to 1985, the period of institutional consolidation and the development of its principal program modalities; and (3) from 1985 to the present, the institutionalization of its programs and expansion of the Secretariat.

During the sixties when the majority of African countries acceded to independence, there were relatively few universities in Africa. Those that did exist were often linked to or even

controlled by, universities in the North. There were very few Research Institutes and they, like many of the faculties, were dominated by expatriates. The few African social scientists occupied low level positions, were dispersed, divided by language and tended to be first generation scholars. They felt the need to come together to exert leadership in the social sciences in Africa and to influence the content and direction of African development. A few forward looking African Directors of research institutions joined forces in the late sixties to create the Council of Directors of Economic and Social Research Institutions in Africa (CODESRIA). Their objective was to change the priorities and perspectives in African social science research in ways that would further African development. Although they met a few times in the late sixties and early seventies very little concrete came out of this organization until 1972.

As pointed out above, the seventies were dominated by the need to assert African priorities into the development process and a shift in paradigm shaping the global economy paradigm through the introduction of considerations of equity and fairness. In 1970 Samir Amin was appointed Director of IDEP in Dakar. Dr. Amin's political economy approach, which took into account the role of classes and states and focused on dependency theory and periphery/center world systems approaches to development, attracted many African and third world scholars to IDEP. Through a series of conferences and publications, IDEP became a major center of debate of more radical ideas about African development. It was perhaps because of African scholars' ideas converged with those of Amin that they viewed with particular concern UNESCO's creation of the Center for Research and Documentation for Africa South of the Sahara (CERDAS) in Zaire in 1972. African scholars saw this organization as an effort by governments, sponsored by UNESCO, to wrest control of the social sciences in Africa and as a direct threat to them.

Despite the militarization of governance in many countries, the working conditions in African universities were still favorable in the early seventies and restrictions on free speech and intellectual discourse had not yet come under widespread assault. Nevertheless, two Pan-African social science organizations, CODESRIA and the African Association of Political Scientists (AAPS) were established in 1973.

In his seminal article, "Whither Social Sciences Institutions in Africa: A Prognosis," Abdalla S. Bujra, suggests that the main reason African researchers sought to create their own social science research organizations was to preempt the consolidation of CEDRAS. The fear was that if CEDRAS remained unchallenged, governments, not academics, would gain control over the social sciences in Africa. Professor Onitiri, then President of the Council of Directors of Economic and Social Science Institutes in Africa, and Professor Bujra, Head of the Sociology Department of the University of Dar es Salaam were among the academics who participated in the preparatory meetings for the establishment of CEDRAS that UNESCO organized in Lome in 1971. During this time conversations were taking place between Professor Onitiri and Samir Amin, who envisioned a non-governmental organization controlled by African academics. In suggesting the three reasons that CODESRIA was established, Bujra states,

The major worry was over academic freedom and the prospect of a legitimizing rather than influencing role of social scientists. The second reason was to counter the strong influence of former colonial powers in universities and research institutes. And the third reason was the strong belief of African scholars at the time that (a) the governments had rightly assumed the responsibility for developing their countries, and (b) that the scholars had the responsibility of informing and influencing the governments to carry out relevant and appropriate development policies. The scholars at the time sincerely believed that the governments would listen to them or that they would be able to influence critical personalities and forces in government --especially if the scholar's voice came from a Pan-African body of scholars.⁶

The leaders of the Council of Directors of Economic and Social Research Institutions who were committed to establishing a non-governmental Pan-African social science research organization initially envisioned a loosely structured organization that would have a rotating secretariat in the various constituent institutions of the Council⁷. The Founding General Assembly adopted its Charter and established the Council for the Development of Social Science Research in Africa (CODESRIA) on February 1, 1973.⁸ Representatives of fifteen African Social Science Research Institutes attended this meeting. Since Professor Onitiri, the President and head of the revolving secretariat of the old CODESRIA was on a sabbatical at IDEP from 1993-1993 and because of Samir Amin's commitment to an independent, progressive African social science organization, Dr. Amin agreed to temporarily house the new organization at IDEP. Dr. Samir Amin, whose midwife role to this embryonic organization cannot be overestimated, was appointed as the first part-time Executive Secretary of CODESRIA.

At its first meeting on February 2, 1973 of the new CODESRIA's Executive Committee adopted three important decisions,

- CODESRIA should have an independent location, and the search for a host country where CODESRIA's secretariat would be based should start immediately;
- It should start contacting African governments for financial contributions immediately; and
- A full time, high caliber University person should be appointed to head CODESRIA.⁹

The fledgling CODESRIA Secretariat at IDEP had two offices, a typewriter, and use of a telephone and telex. It borrowed money from IDEP to hire a Coordinator and a full time secretary.

Following some misuse of funds, the Coordinator abandoned his post in mid 1974 and the Secretariat remained relatively dormant until the Executive Committee appointed Professor Abdalla Bujra, Executive Secretary 1975.

According to Thandika Mkandawire, the Executive Secretary of CODESRIA at the time of the evaluation, at that time, "CODESRIA had a large deficit, had no sources of funds, no staff, no equipment, no legal status. It depended on a borrowed office and a typewriter from IDEA. Its standing with some of the donors had been tarnished by the misuse of funds by an Administrative Secretary who simply disappeared from Dakar." It has been suggested that only Samir Amin's "goodwill, commitment and resourcefulness," Professor Bujra's willingness to risk his academic career and the Executive Committee's moral support provided the context for the institutionalization of CODESRIA.

During CODESRIA's stay at IDEP, it soon became clear that the initial rotational plan was not feasible. The resources necessary to support the new pan-African organization would require of a series of well structured and well endowed institutions and a set of regularly dues paying members. Neither of which existed in abundance. Between 1975 and 1980, CODESRIA's Executive Secretary began discussing a permanent location for the Secretariat with the governments of Algeria, Ethiopia, Ghana, Senegal and Togo. Conversations with the Government of Ethiopia had been so productive that the General Assembly voted in 1976 to locate CODESRIA in Addis Ababa. This move was interrupted by political events in Ethiopia and the Government of Senegal then offered to host the organization in Dakar.

By 1980 CODESRIA was on sound footing. It moved into the spacious headquarters provided through the generosity of the government of Senegal, who provided a building for the

Secretariat in Dakar through a headquarters agreement in 1977 that accorded diplomatic status to the organization. The organization had also attracted significant core financial support from the Swedish Agency for Research Cooperation with Development Countries (SAREC), the Canadian International Development Research Center (IDRC) and the Ford Foundation, all three of which have remained the principal donors to the present. Although its contribution has dropped from 60% of the total budget in the early 1980s to 35-40% by 1991, SAREC is still the largest single donor. The only African government support came from the significant in kind contribution by Senegal and for several years and annual contribution of \$5,000 from the government of Ghana¹⁰. Membership dues remained a very small portion of CODESRIA's resources amounting to only 1% of CODESRIA's budget by 1991.¹¹ At that time approximately 65 African research institutions were members of CODESRIA.

A Deputy Executive Secretary, Thandika Mkandawire, an Economist, was appointed to the Secretariat in 1980, which at that time had only the Executive Secretary and six local support staff members. After Professor Mkandawire left at the end of 1982 to serve one year as CODESRIA's consultant to the Zimbabwe Institute for Development Studies (ZIDS) at the University of Zimbabwe in Harare, the Secretariat was once again left, if only temporarily, with only one professional.

An Evaluation Report on the first ten years of CODESRIA's performance raised a number of issues, that will be addressed later in this report.

The Third period from 1985 through the present is probably the golden age of CODESRIA. During this period it has been able to retain significant donor support for the implementation of its programs, has expanded and diversified its membership base in Africa and achieved a number of

important program objectives. This period starts with new leadership. Thandika Mkandawire, the Deputy Executive Secretary was elected Executive Secretary by the fifth General Assembly in 1985.

CODESRIA's Intellectual Evolution

Most of the first generation social scientists involved in the founding and nurturing of CODESRIA insist that it was, and remains, a child of circumstance as yet unchallenged development models transmitted through colonial intervention permeated in Africa. The 1960-1973 period marked the first phase of its intellectual evolution and was greatly influenced by the political triumph of African nationalism over European colonialism. The second phase of its evolution commenced with the institutionalization of its role as a pan-African research outfit, a phase "characterized by the influence of dependency theories and by the developments in Latin America"¹² It was during this phase that the ideological character of the young organization was established, an issue that continues to generate controversy among its constituents and stakeholders alike. So irked was a member of one of the earliest evaluation team that she could not spare CODESRIA this indictment:

CODESRIA's adoption of the critical perspective also generates reservations in many quarters about the quality of the publications and the journal's openness to issues which are not necessarily critical in orientation.... Unfortunately, the early Marxist position taken by CODESRIA detracted from the search for an alternative model of development that it had set out to achieve...¹³

Reacting to this rather harsh observation, the then Executive Committee was, not surprisingly, dismissive of the charge, which was more of an assertion than a demonstrated fact, and justified CODESRIA's 'radical' posture thus:

CODESRIA is committed to a critical perspective. This means a perspective which looks at social science methodologies and theories in a critical manner and tries to find, in the light of this critique, a manner of proceeding that will be most appropriate for our historical specificities in Africa.... We are inclined to think that a search for a neutral position will be meaningless and futile and will tend to defeat the mission of CODESRIA. ¹⁴

This reaction is not surprising, given that the President of CODESRIA at the time was a renowned social scientist, whose works were in the tradition of materialist epistemology.¹⁵ More important is the fact, as noted by another member of the same evaluation team, that CODESRIA emerged at a time when there was already a paradigmatic shift, in the Kuhnian sense, from the inherited ideology of development. The founding fathers of the new CODESRIA were confronted with the reality of a fundamental disjuncture between a continent that was undergoing its most profound crisis since the colonial onslaught, in spite of an almost pathological application of mainstream neo-classical economic models--especially the Rowstowian stages of development theory, the Lewisian surplus labor theory-- and the theoretical claims of the modernization paradigm, of which they were a critical component. Claude Ake's critique of the paradigm as "imperialism"¹⁶ perhaps reflects the mood of the moment, as most African social scientists found their research findings at variance with the realities of their respective societies. Dr. Ake's conclusion about the way forward for social science research in Africa is worth reproducing, if only to set CODESRIA's ideological character in its historical context:

...What is needed is a social science which meets the real needs of the people of the third world, the need to get the basic amenities of life, the need for self determination, the need to create conditions which allow the people of the third world to realize their potentialities, the need to end their exploitative dependence on imperialist powers.

...If social science is to move in the direction in which it involved with the critical problems of the whole society, then it has to be associated with a mass-oriented development ... understood (as) development which seeks to revolutionize the conditions of production such that people are not alienated from their labor and their product, and to ensure that exploitation is abolished, that the resources of the society are used to the most good of the most people, that the exploitative dependence of the [African] economy on imperialist capital is ended. A social science, which tries to promote the realization of this ideal of development will be radically different from the received social science prevailing today.¹⁷(our emphasis)

This conception of African social science dominated the products of CODESRIA's research networks since inception, expanding its horizon even as CODESRIA's credibility and stature among constituents and stakeholders alike blossomed. In spite of considerable strides in paradigmatic mix since the beginning of the nineties, the hangover from its earlier 'critical' orientation haunts CODESRIA, as evident in the course of our interaction with its constituents during the fieldwork.

Yet, there is a sense in which CODESRIA was fated to assume a critical posture. Various documents at our disposal underscore the underdevelopment of the social sciences in Africa as late as the 1970's when CODESRIA came into being. As de Vylder and af Ornas are at pains to demonstrate, the state of the social sciences at the time of independence was deplorable, as Africa lacked a scientific tradition.¹⁸ In a continent where natural tragedies such as accidents, sicknesses and death make sense only in terms of their transcendental origins, social science knowledge can hardly be appreciated, let alone used for public policy. It is no surprise, therefore, to find medical scientists (doctors) divorce their wives for failing to produce male children, as if the sex of a child is determined by the wife. Even among the most educated elements in Africa death has no other source apart from witchcraft. This explains why scholarship, once considered the foundation of

progress, now competes with primitive cultural displays for budgetary allocations. The debasement of the intellectual vocation is at the heart of the collapse of the university system in Africa. With frightening velocity, the continent is sliding into the stone age, the return of the saga of 'the dark continent'. The state of ignorance about the laws of social progress, which the social sciences seek to obliterate, was compounded by the contradiction between the real Africa and the Africa of the received social sciences. It is this contradiction between neo-colonial Africa and Africa caricatured in mainstream social science that imposed the radical posture on CODESRIA at its inception.¹⁹

Jinadu's four-country study in 1985, of the state of social sciences in Ethiopia, Mozambique, Tanzania, and Zimbabwe, provides concrete evidence of the underdevelopment of social science knowledge in Africa. Undertaken to confront the central *problematique* of the relationship between the social sciences and development in Africa, a relationship that in its instrumentalist conception, situates the social sciences in the context of the wider global process of socio-cultural and intellectual defusion from the west. This was the context in which the social sciences were conceived as catalysts and agents of development in Africa. Development was conceptualized in terms of changes characteristic of capitalist industrialization and the replication and values associated with this mode of accumulation. African societies were, therefore, presented, in the received social sciences, as evolving along the primitive/modern continuum, faithfully strutting along the trajectory already blazed by the west. The state of the social sciences in these countries, Jinadu concludes, was a telling confirmation of the inevitability, even if, in a remote sense, it was also an indictment, of CODESRIA, which came into being at a time of growing scepticism about the utility, appropriateness and capacity of African social science as institutionalized at the time, to chart an alternative development model. According to Jinadu, it was "a scepticism which was based on an

analysis of much of contemporary African social science as necessarily a warped imitation of dominant eurocentric bourgeois western social science, thus making the assumed relationship between the social sciences and development in Africa problematic." Yet, as he rightly concludes, the critical dilemma is not dissociation from this discredited social science, for an academic autarchy would be suicidal. Rather the dilemma is how to transcend, "the limitations and ethnocentric parochialism of this and other expatriate social sciences in Africa. More fundamentally the problem is how to evolve and develop an Afro-centric social science which, grounded in African needs and informed by Fanonist concerns, is intellectually solid and pathbreaking. That way, it will be capable of contributing to the transformation of the social sciences as a global transnational industry." ²⁰

This, however, remained a dream, for the prognosis from the country studies points unequivocally to the pervasiveness of certain structural and institutional features that reinforce what Jinadu perceived as the marginalization of African social science community. The notion of marginalization, he argued, was used to underscore,

the need to raise questions about the appropriateness of African social science as it is currently organized and practiced...to advance knowledge significantly in theoretical and methodological terms, so that it is simply not a reproduction of dominant expatriate social sciences. This... is at least the basic condition for the ability of African social science to generate self-sustained development options. The notion of marginalization is ...useful in directing attention to those structurally determined limiting conditions which makes the attainment of this kind of African social science all the more difficult.²¹

With this scenario as late as 1985, CODESRIA's emergence in 1973 was inevitable. As one observer remarked, if CODESRIA did not exist, it would have to be invented. That it not only weathered the typhoon of intellectual assaults from various stakeholders, but has carved out an enviable niche for

itself in its twenty-three years of existence is testimony to its resilience as a Pan-African research institution.

CODESRIA's Environment

A research institution's environment consists of the administrative/legal framework for its operation, the local infrastructure, the political atmosphere in the country of its location, the economic fortunes/misfortunes that befall the country/region of its location and the social/cultural forces that are reflected in its processes. It is gratifying that CODESRIA has had the fortune of operating within a local environment that has been most supportive of its aspirations and has gone out of its way to demonstrate this concretely. Not only has the government of Senegal provided a building for its Secretariat, it has taken the rare step of shielding it from the laws of the country by granting it diplomatic status. This act of generosity has not only enabled CODESRIA to pursue its mandate with relative security, it has provided an island of freedom in an African ocean of authoritarianism. This in turn makes it possible for African scholars not only to pursue research in the search for solutions to the continent's myriad problems, but even more crucially, to assemble under its diplomatic status to present their research findings without the fear of incarceration by political regimes. In later years this congenial political environment has been reinforced by the presence of scholars in the government of Senegal, who have been active in CODESRIA's activities, either as laureates or members of its various governance committees.

Despite these extremely significant advantages, being headquartered in Senegal is not entirely without problems. The most obvious of which are the labor laws of Senegal, which place certain restrictions on the discipline of staff, especially lower-cadre staff. Nevertheless, it is doubtful if

CODESRIA could have found a more hospitable environment for its operation. This has enabled it not only to raise funds from anywhere in the world, but equally importantly, to use these funds without interference from the Senegalese state. Thus the most crucial element in the environmental calculus has been historically favorable to CODESRIA's performance.

With respect to socio-cultural factors, it is not clear to what extent the norms and values that govern social relations in the Senegalese society affect the management of CODESRIA. This will have to await a scientific determination through a well researched study. However, it is clear from our observations of how the Secretariat functions that the atmosphere of excessive conviviality, which has no doubt, created a friendly atmosphere, may have also engendered a somewhat casual attitude to work. This is reflected in the difficulty that senior officers of the Secretariat, apart from the Executive Secretary, have in ensuring that the minimalist bureaucratic ethos for which CODESRIA is noted is enforced. This makes it easy for some secretaries and other general service personnel to leave work at the precise closing hour, but not observe the same degree of punctuality when arriving for work in the morning. At the continental level, the prevailing norms of accountability may have impacted the legendary transparency of the Secretariat, but there is a greater need for efficiency and frugality in program implementation.

Perhaps it is the stakeholders, donors, African researchers, clients, competing/collaborating institutions and other beneficiaries that may exert the greatest influence on CODESRIA's capacity and performance. Their needs and expectations, more than anything else, may strengthen or erode the image of the Secretariat. Although CODESRIA has been fortunate to escape undue strictures in the use of funds from SAREC, and to a lesser degree from Ford and IDRC, the continuation of these liberal policies is not guaranteed. Last year's restructuring of SAREC, the current

reorganization of the Ford Foundation and IDRC's reassessment of its priorities are likely to have an impact on CODESRIA. Yet this liberal funding environment has enabled CODESRIA to attain the level of productivity and popularity over the years. There are indications that this liberalism in the funding environment may be changing. This will mean that CODESRIA fundraising activities will take place not only in a more global funding environment, but also in a resource-stressed environment.

Institutional Motivation

How does an institution like CODESRIA derive its driving force or, to use the technical expression, its motivation? Experts insist that no two institutions are alike; that each has a distinct history, a unique working ambience or culture that is an amalgam of its purpose, values and personality. Each, they insist, has a structure of incentives for motivating research creativity and productivity. These serve to nurture institutional motivation. The CODESRIA is no exception to this universal law of institutional motivation. We explore the combination of factors in CODESRIA's history, mission, culture and incentives that have been the bedrock of its niche. We examine the milestones that helped establish it as the most credible continental research initiating institution. We examine its mission statement, the consciousness of this mission among its constituents, and the extent to which they subscribe to it. We explore the linkage of the mission statement to organizational goals. We proceed to examine the values, attitudes, beliefs, customs, and traditions that drive members to fulfill institutional goals, the underlying organizational norms that guide operations and working relations. Finally, we examine the key factors, values and motivations that constitute CODESRIA's system of rewards in its efforts to promote scientific creativity and the

productivity of individuals and the institution as a whole. Through this we show the gap between capacity and performance, between promise and delivery, and hopefully the prospects for CODESRIA's sustainability as a pan-African organization.

Institutional Capacity

Institutional capacity is measured through six main interrelated areas that determine an institution's performance. These are its strategic leadership, human resources, other core resources, such as infrastructure, technology and finance, its program management, process management, and the linkages it forges with institutions similar in mission and goals. Strategic leadership refers to all those activities that set the course for the organization and keep it on the trajectory set for it or it set for itself in service of its mission. It is associated with risk, vision, and ideas. It is "the process of setting clear organizational goals and directing the efforts of staff and stakeholders alike toward fulfilling organizational objectives. It involves developing ways of procuring essential resources , inspiring organization members and stakeholders to perform in ways that attain the mission, and adapting to or buffering external forces."²² The outcome of strategic leadership, it is suggested, is aligned direction or action. Continuous engagement in the process of changing, adapting, and following a path that makes sense to its members are the hallmarks of a strategically led institution.

The components of strategic leadership are, (1) leadership, which is both formal and informal; (2) strategic planning, which refers to the pattern of calculated responses to the environment that facilitate the achievement of organizational goals; and (3) entails designing and implementing programs that lead to long-term organizational success. Other components of strategic planning include governance, whose processes are determined by the Executive bodies and the

Constitution, which provides the legal and policy framework and direction for organizational functioning. It is the dynamite that propels the organization on course, and is better conceived as the point at which the external and internal environments meet. A good Executive body should know the pulse of both environments. It should be able to assess whether or not organizational initiatives are supportable, whether they meet development goals nationally and or regionally, whether the organization is responding appropriately to important forces and trends in the field of endeavor, and whether it is meeting the needs of those it serves. Has CODESRIA been fortunate to have such visionary leadership? The answer to this critical question is provided in the analysis that follows.

The last two components of strategic leadership discussed are structure and niche management. Structure refers to the system of working relationships established to divide and coordinate the tasks of people and groups working toward a common purpose. Structure in this sense is more than the familiar organizational chart. It involves the division of labor that includes roles, responsibility, and corresponding authority as well as the compartmentalization of labor into units and "inter-unit and intra-unit groupings." Structure must therefore be assessed, as we have attempted to do, in terms of whether it facilitates or hinders movement toward the mission of the organization. Niche management, on the other hand, is "an organizational management that forces managers to look beyond internal matters to consider the wider environment and the broader issue of our time."²³ Failure to observe this rule limits the organization's ability to adapt to the changing context of its external environment. The fact that this assessment is taking place at this critical juncture in the global knowledge industry is testimony to CODESRIA's awareness of the imperative of continuous adaptation to changing local, regional and global realities.

Human resources, as a major component of capacity, refers to the individuals who make the organization tick. They include everyone who is engaged in any of the organization's activities, regardless of roles. It is an indisputable fact that the human resources at the disposal of an organization are its most valuable assets, more so for a research institution where the critical mass is the highly trained researchers. The management of human resources involves planning and controlling this resource to ensure that people's needs are met in a way that maximizes performance. Experience shows that those who are satisfied with their working conditions and stimulated by the environment will not only be productive, but also desire to remain part of the institution's achievements, and even its reversals.

Our investigation suggests that while the conditions of work are not the best possible, staff at all levels seem generally highly motivated. Responses to the questionnaire confirm this long established observation about resource management. However they also reveal that there are pockets of disenchantment over lack of career prospects and/or advancement, which requires urgent attention. Fundamental issues which this evaluation attempts to address include the extent to which the personnel policy of CODESRIA put the right people in the right place; whether adequate human resource policy and planning has been part of its strategic vision; whether there is a performance assessment system in place; whether there are personnel records; whether the workforce reflects a fair gender equity policy, and whether the learning and professional development needs of staff are provided for.

We also looked at other resources at the disposal of CODESRIA: the infrastructure in place and the prospects of acquiring new components; what technological resources are available and functional? Are the buildings and internal services such as water, electricity etc adequate to facilitate

daily work? Are communications systems functioning at the level required? Is adequate attention given to infrastructure concerns? Is somebody or a unit responsible for ensuring that things work? Are the technological resources available to CODESRIA appropriate to carry out its functions. How about access to international information? Finally with respect to CODESRIA's finances, is there adequate budgetary planning? Are budgets prepared in a timely manner or often delayed? Is financial information available for all who need it and when it is needed? Is the Executive Committee involved in financial planning and monitoring? Are the institution's auditors satisfied with the controls of cash and assets being utilized by the financial managers?

There is the question of program management. It is a well established fact that a research institution's ongoing programs of research are its central endeavor, indeed its main product. Program management is the ability to develop and manage all of the organization's research, training and service programs in a manner that advances the institution's mission. It is vitally connected to all the other areas of organizational capacity, its results highly visible to outsiders. The components of program management include planning, implementing, and monitoring. Planning identifies needs, looking at alternatives, setting objectives and priorities, and costing activities. How much planning goes into CODESRIA's program management? To what extent is success related to good planning and the or failure of programs attributable to lack of planning, or bad planning. There is also process management, which involves the internal management systems, the mechanisms that guide interactions among people to ensure that ongoing work is accomplished. Again, planning has a crucial role to play in process management. Other components include problem solving and decision-making: Is the implementation of work at various levels satisfactory? If not what are the causes? Have the causes anything to do with poor decision-making and problem-solving processes?

Are performance gaps and opportunities identified in sufficient time to resolve them to the benefit of the individuals involved and CADASTRE's productivity. Are there decision-making mechanisms in place and are decisions made in a timely manner? Do senior management staff and/or members of the Executive Committee possess problem-solving and decision-making skills necessary for the smooth running of the institution? How about internal communication, a vital component of organizational capacity? What are the main channels of internal communication? What importance is attached to inter-departmental and intra-departmental communication? Do staff feel they know as much as they need to know about what is going on in the organization? Do staff members receive information related to CODESRIA's mission and about progress in fulfilling the mission? Do staff have easy access to those in the organization with whom they must deal, and can they communicate easily with them? Unless the fundamental issues raised by these questions are addressed, CODESRIA as a research institution will face difficulties, for internal communications is the glue that holds any organization together, or can break it. Therefore accurate information is vital to keep staff informed and motivated. For quite apart from the specific information needed to carry out their work, staff need information so they may feel a greater sense of ownership of the organization.

The final component in assessing institutional capacity is inter-institutional linkage. Research organizations engaged in creating and utilizing knowledge should cultivate contacts with other institutions and groups vital for its work. These may be potential collaborators or competitors, potential funders or key constituents. Formal links with other institutions can produce a healthy exchange of perspectives, resources, and knowledge. Questions that have guided us in this evaluation include the extent to which CODESRIA is linked to the external world of scholars, universities, policy relevant organizations, consumers of its products and the general public; whether

existing networks are supported financially and effectively respond to needs, shared interests and capabilities of participants; and finally, whether networks have affected the way CODESRIA functions.

Performance

How is performance to be measured? Is it through a quantitative yardstick, such as how many books a research institution such as CODESRIA churns out, or through a qualitative yardstick such as the number of citations or awards CODESRIA's books receive? Or should it be through such subjective measure as the views and opinions of its members, external stakeholders, clients or end-users of its services/products? Or should assessment of its performance incorporate all of these? This is an important question to address if only because overall performance, according to experts, is a function of the interplay of the organization's unique motivation, its organizational capacity, and forces in the external environment."²⁴ It is argued that in all organizations, performance relates to organizational purpose; that performance must reflect achievements relative to the resources used by the organization; and that performance must be considered within the environment in which the institution does its work. In CODESRIA's case we looked at the quantity of works produced as well as the conditions under which researchers have produced their works. In other words the performance of institutions like CODESRIA is best conceived in terms of three broad areas: (1) performance in activities that support the mission, which shows its **effectiveness**; (2) performance in relation to the resources at its disposal, which shows how efficient it is; and (3) performance in relation to long term viability or sustainability, which is an index of its relevance. Among the indices of performance of research institutions in relation to effectiveness are:

- number of publications accepted by refereed journals
- number of citations
- collaborative links with other researchers
- external funds/contracts received
- interest/recognition of research results by other institutions
- peer ratings of relevance of research links with higher educational institutions

Efficiency indices include:

- comparative organizational cost for research, training and other services
- number of outputs per researcher (publications per year/average value of grants per person)
- costs per client served
- costs per publication
- costs versus benefits
- publication rates per staff

For **relevance** the indices include:

- relevance of work to national development
- relevance of work to field
- relevance of services to users
- number of new and old financial contributors
- organizational innovation and adaptiveness, i.e. appropriate changes to needs, methodologies
- institutional reputation among key stakeholder

- number of new services and programs
- changes in services and programs related to changing client systems.

Relevance in this context is defined as "the ability to change to meet stakeholders' requirements over time."

The general conclusion is that for long term sustainability, a research institution must produce research that remains relevant to the needs of its stakeholders and must be able to generate resources to support its activities. As data in the following chapters indicate, CODESRIA has done relatively well in all areas of performance measurement. Indeed if we are to go by the judgements of its constituents, CODESRIA has done exceedingly well.

Survey Findings

Although recommendations were made to strengthen CODESRIA, the Council commands great respect and wide support among its stakeholders. Among the more notable comments made were, "CODESRIA is a force that can eliminate Afro-pessimism;" It is the most precious body our community has." Others stated,

- CODESRIA is perhaps the best thing we have left in Africa that is functioning....
- CODESRIA has been very important. It has helped me to evaluate myself, to share other experiences, to lose any complex of inferiority. It provides an affirmation of the African capacity to think about African problems.
- CODESRIA is an excellent organization, therefore we have to fight for it. CODESRIA is one of the rare research institutions that organizes meetings and produces publications. It is necessary to exert maximum effort to conserve those institutions that work.; and

- CODESRIA is a life-line for a community of pauperized academics who find it impossible to financially to sustain its work.

Out of all the fifty-five responses, there was only one categorically negative comment, which related principally to the Council's administrative performance.²⁵

There is a broad consensus on the nature of CODESRIA's mission and mandate. Principally defined by its stakeholders as a organization that fosters social science research by African scholars, it is also viewed as an organization that has been able to bring African scholars together across regional and linguistic lines. The survey reflected some interesting differences of emphasis by the five main stakeholder groups. While the Laureates cited as the top three attributes that characterize CODESRIA's mission as, promoting social science research, bringing scholars together and, tied for third place, publishing books and financing research. The Cooperating/Competing Institutions, probably because of their regional emphasis included as second in their citation of characteristics of CODESRIA, its pan-African vocation. Secretariat views of the CODESRIA's mission and mandate tended to be more elaborate. One respondent referred to CODESRIA as a "state of mind" and an entity that provides a platform for the establishment of a moral community of social scientists based on shared values."

Although there is very wide support for CODESRIA's pan-African approach, opinions about this issue should be seen within the context of the two aspects of Pan-Africanism: the involvement of scholars from the entire African continent and the non-regional nature of the content of the Organization's research. While several respondents raised concerns about the preeminence of anglophones in CODESRIA and that certain regions, specifically Arabic and Lusophone Africa, were not adequately represented in the Council's programs, it was precisely because of their

support for CODESRIA's Pan-African approach that such points were made. However, the proliferation of regionally based, or more narrowly focused research institutions since the establishment of CODESRIA, such as the various national Economic research units established by the African Capacity Building Foundation based in Zimbabwe, Samir Amin's Third World Forum, which concentrates on economic development from a more socialist perspective, or the democratization research institutes, was noted. Two of CODESRIA's major donors pointed out that there is a tendency for funding organizations to seek more specific sectoral, functional or regional research, be it industrial policy, human rights or southern Africa and this trend may reduce the pool of resources available for CODESRIA in future years. Nevertheless, such organizations as the Center of Basic Research in Uganda, the Southern African Regional Institute for Policy Studies, SAPES in Zimbabwe, the Organization of Social Science Research in Eastern Africa (OSSREA) in Addis Ababa and the African Association of Public Administration and Management (AAPAM) in Nairobi have succeeded in attracting important donor assistance.

In some measure because of the changing donor context, many respondents did raise the question of the substantive focus and nature of CODESRIA financed research. One of the more frequent recommendations was that CODESRIA support more policy relevant or "applied" research. Such recommendations were not intended to imply that CODESRIA should begin accepting contracts for specific consultancy research. There are fairly widespread negative feelings about consultancy research. Many of the laureates and other academics view consultancies, which are often rather lucrative, as a dysfunctional development that has lured scholars away from fundamental research and indeed from the University itself. A large part of this concern grows out of the importance CODESRIA's membership and supporters attach to the need for Africans to define

their own research priorities and to have complete intellectual freedom with respect to research findings and recommendations.

While not a major focus of the study, several references were made to what some considered to be the more marxist, left wing focus of CODESRIA's research in the initial years of its existence. Those who commented on this ideological nature of the Council's research seemed to believe this was a deterrent to the wider distribution of CODESRIA's publications in the early years, but consider that ideology is less of a factor in the research currently sponsored by the Council.

It is also quite apparent that CODESRIA's stakeholders do not believe it has lost its relevance. Nearly one third (29%) of the Laureates, Members and Participants who participated in the survey indicated that CODESRIA is even more important today, because of the adverse economic conditions in Africa.

CHAPTER III

GOVERNANCE AND MANAGEMENT OF CODESRIA

Governing Bodies

The Council has three statutory bodies, the General Assembly, the supreme organ that determines the overall orientation of CODESRIA; the Executive Committee, which is mandated to implement policies adopted by the General Assembly and provide oversight over CODESRIA's Secretariat and programs; and the Secretariat headed by an Executive Secretary, who presides over the implementation of General Assembly decisions elaborated by the Executive Committee and provides day to day supervision of the Secretariat.

The General Assembly meets every three years and is composed of African social science research institutes, university faculties and individual members of CODESRIA. The principal functions of the General Assembly are to consider the comprehensive activity Report of the Executive Secretary, to elect the Executive Committee and to determine the priority research themes for CODESRIA's work. Since the General Assembly meets only once every three years, the Executive Committee shoulders much of the governance responsibilities.

The General Assembly generally lasts one week, most of which time is taken up by a substantive conference on a predetermined theme. The theme at the 8th General Assembly, which met from July 26 through July 2 1996 was, "Crises, Conflicts and Transformations: Responses and Perspectives." Approximately two days are reserved for the business meeting and the election of officers to the Executive Committee. A rather acrimonious debate on the participation of women in CODESRIA's programs dominated the eight General Assembly. Since the second Institute on

Gender overlapped with the General Assembly, a sizable interest group was present to articulate the concerns of women.

The Executive Committee is comprised of ten elected members, who must be social scientists, two from each of the Council's regions: West Africa, Central Africa Southern Africa, East Africa and North Africa. The Executive Secretary is an ex-officio member of the Executive Committee. The Committee elects its Chairperson from among its members. Members of the Executive Committee may serve up to two consecutive terms, but after rotating off can be reelected to this body. Although Article 18 (d) of CODESRIA's Statutes provides that the election of members to the Executive Committee should take into account geographic, linguistic and gender distribution, at present only two of the ten members of the Executive Committee are females. A review of the list of members of the Executive Committee in from 1973-1993 in Appendix 4 reveals that no more than five women have served on this body in the Council's history.

In addition to its broad functions to provide oversight over CODESRIA programs and its Secretariat, the Executive Committee appoints personnel to the international posts in the Secretariat; adopts the CODESRIA budget; appoints members to the two statutory Committees, the Scientific Committee and the Administrative and Financial Committee; and admits on a provisional basis, prior to a final decision by the General Assembly applications for membership to the Council. Finally, the Executive Committee delegates the responsibility for the supervision of the Secretariat and the implementation of CODESRIA's program to the Executive Secretary, who is also empowered to hire local staff. It submits a report on its work to the General Assembly.

The survey of CODESRIA's Laureates and even its institutional members revealed that most of these respondents have little specific knowledge about the functioning of the Executive

Committee. Remarkably, 60% of the Laureates and 86% of the representatives of Cooperating Institutions, indicated either that they were not well enough informed or did not answer a question on whether or not they were satisfied with the way the Executive Committee has fulfilled its functions.²⁶ This result suggests that CODESRIA's constituency is more concerned about the nature and effectiveness of its programs, than the performance of its governing bodies. Laureates were about equally divided between whether the Executive Committee's role was to merely ensure the implementation of General Assembly decisions (18%), or to actually define the policies of CODESRIA (20%). An even higher percentage of Executive Committee respondents (27%) perceived their role to be the definition of CODESRIA's policies, rather than to ensure the implementation of General Assembly decisions. In contrast, the Executive Committee's general oversight functions were broadly recognized by all the different stakeholders. No Laureate nor Cooperating Institution respondent considered assistance with fundraising a function of the Executive Committee in the initial question about the Committee's responsibilities. Yet when asked specifically if the Executive Committee should play a role in ensuring the financial viability of CODESRIA, 59 percent of the Laureates and 57 percent of the Institutional respondents agreed. Although the role of the Executive Committee is to ensure the high scientific quality of CODESRIA's work is a frequently mentioned function, none of the Institutional respondents and only 2 percent of the Laureates cited this as one of the Committee's functions. Neither the Laureates nor the institutional respondents listed information dissemination about CODESRIA in their regions nor increasing regional participation in the Council's programs as functions of the Executive Committee.

Even though half of the Members of the Executive Committee interviewed had just joined the Committee in 1995 and hence attended only one meeting, they perceived their roles somewhat differently. They saw themselves as having greater decision making authority and listed as their most important functions: ensuring the implementation of General Assembly decisions (33%); assisting with fundraising (33%) and increasing regional participation in CODESRIA's programs (25%). Ensuring CODESRIA's financial viability in the mind of one Member also included adequate fiscal management in the Secretariat. Another suggested that Executive Committee members should be able to raise funds from their respective governments. The Chair of the Committee proposed that a Sub-Committee on Fundraising be established in the Executive Committee. The one Executive Committee member who opposed Executive Committee involvement in resource mobilization activities, stated categorically that persons on the Executive Committee were not appointed because of their fundraising ability. This same Committee Member noted that CODESRIA's Executive Committee had far less authority than UNESCO's Executive Board. He observed that the Executive Committee members, who are scattered all over the African continent, most of the time discover things after the fact. The Executive Secretary, he asserted, has much more power.

Fully 67 percent of the Executive Committee members indicated they were satisfied with the manner in which the Committee had fulfilled its responsibilities. However, a former member of the Committee complained about, "the current trend toward padding the Executive Committee with relatively young and inexperienced academics," a practice he felt should be "arrested." Among the

novel proposals to improve the performance of the Executive Committee was for the Secretariat to provide them with facsimile machines so they could remain in contact with each other between meetings.

If the majority of the Executive Committee members were satisfied with the way they discharged their responsibilities, 50 percent of them were not completely satisfied with the way the Secretariat prepared Executive Committee meetings. Among the major concerns were the late receipt of documents, the adequacy of the documents prepared, and the need to prepare documents for all decision items on the agenda. Several Committee members expressed concern that a Secretariat document on Endowments had not been prepared for their consideration at a recent session as anticipated.

CODESRIA Secretariat

As stated previously the Council's Secretariat is based in Dakar. Originally housed in the offices of the United Nations Institute for Economic Development (IDEP), CODESRIA now resides in a building provided by the government of Senegal in 1980. In the Headquarters Agreement of January 20, 1977 Senegal conferred diplomatic status on CODESRIA and diplomatic immunity to its officials for actions related to their official duties.

The Secretariat has two categories of employees, professional International personnel appointed by the Executive Committee, who enjoy diplomatic privileges and immunities normally accorded to diplomats, and locally recruited personnel, who are Senegalese nationals or residents. There are currently two Deputy Executive Secretaries, one for Publications and the other with responsibility for Training and Grants, who formerly held the portfolio for Administration.

The Executive Secretary is the Chief Executive Officer of the Secretariat. According to the Charter, the Executive Secretary is elected for four years and may only serve two consecutive terms. Deputy Executive Secretaries, are appointed by the Executive Committee for a three year term. The Charter limitation on the Executive Secretary serving only two terms is somewhat clouded by the Regulations of the Secretariat which provide, in Clause 1.4 that,

The Executive Secretary shall be appointed by the Executive Committee for a four year term, renewable only once. He may, like other applicants, apply for the same position at the end of his/her second term of office. It shall be up to the Executive Committee to decide on this application.

Deputy Executive Secretaries shall be appointed by the Executive Committee for a three-year term, renewable only once. They may, like to other applicants, apply for the same position, at the end of their second term of office.

These provisions have special significance at this time when CODESRIA's faces an important transition in its leadership.

Only six of CODESRIA's current staff of 38 are International personnel.²⁷ Three of these are anglophone and all are male. Three others who operate at the professional level are locally recruited staff. The existence of different statutes for International and Local personnel has in the past been a source of some tension with respect to differential levels of remuneration and work ethics. Until 1995 labor laws in Senegal made it virtually impossible to fire local staff. This "tenured" status seemed curious to International staff, most of are recruited from universities where tenure is reserved only for high level academics.

The institutional ethos of CODESRIA is greatly influenced by historical circumstances and the academic nature of its top professional staff. Having spent its early years as a small organization,

CODESRIA has a collegial, anti-bureaucratic culture. There appears to be very little in the way of structured, regular information dissemination meetings and something of a divide between International and Local staff. International personnel invariably work long hours and often weekends, while generally Local support staff, who may feel less ownership of CODESRIA, as is the case in most bureaucracies, tend to work only during the appointed hours of operation. More staff training, a more transparent performance appraisal system, more communication at all levels and greater recognition of the work of the support staff and increased opportunities for promotion would probably help foster greater institutional cohesion.

It was quite clear from the questionnaire based interviews with six Secretariat personnel that virtually all of the top administrators and all of the Program Officers, Program Assistants and Administrative Assistants were very devoted to their work and passionately committed to the objectives of CODESRIA. One hundred percent of the respondents indicated that they enjoyed their work. Among the reasons cited for this response were: that they like their colleagues and the working environment, because the work was intellectually stimulating and interesting and because they believed in the purposes of the organization. Although persons have moved among the various programs and Sections of the organization, there appears to be little upward job mobility. Sixty-seven percent indicated that had not been promoted, although they had received raises, since coming to CODESRIA. As 83 percent of the respondents indicated that they had learned new skills while at CODESRIA, the concern about upward mobility is perhaps understandable. Among the skills cited in order of importance were: management skills, computer and other information technology, and tied for third place were language skills, familiarity with other office equipment and Senegalese culture. There does appear to be a significant interest in more CODESRIA based training programs.

Forty percent of the respondents stated they would participate if training programs were offered. A preference was shown for computer training, particularly special software packages (38%), accounting, language training and program management (all with 13%).

One of the clear signals that emerges from the data is the desire by Secretariat personnel for more effective management with a more participatory administrative style. Asked how their work could be made more efficient and effective by management, 29% of the respondents said by more effective planning, 14% cited permitting greater participation in decision-making and more cooperation. Among the other responses to the question on how to make their work easier cited were three tasks, which each received 20%: more effective administrative support, establishment of internal procedures and standards and quick response to inquiries.

One of the management tools particularly important to personnel, the performance appraisal system, elicited important reactions. On third of all Secretariat members participating in the survey replied in response to a question on their opinion on the performance appraisal system, "I do not know I have never seen mine or I do not get any feedback," as compared to 17 percent, who said it was "okay." Another 17 percent stated that the performance appraisal system needs improvement, while an additional 17 percent stated, that it was "too soon to tell, it has just been standardized."

We were encouraged to learn that Ms. Senabou Seck, the person appointed in February 1996 to serve as Director of Administration and Finance, had started to prepare a new personnel handbook containing such item as, job descriptions for all posts, purchasing policies and performance criteria. The Director plans to conduct briefing and training sessions with the supervisors in each Section after the Executive Secretary has approved the new handbook should address some of the concerns expressed. A former employee at Ernest and Young, a US headquartered accounting firm, the

Director indicated that she looked forward to using the recently acquired software package, Micro Information Products, Fund Accounting, for budgeting and institute a formal budget planning process. This innovation, assuming that Program Managers receive monthly budget status statements, would improve fiscal management. One member of the Secretariat indicated that she submitted a proposed estimates of her program costs for the year, but did not know the amount of her authorized budget, nor did she receive any regular statements on her account. This rather informal system in this instance, however, did not appear to effect program delivery. However, there did appear to be some difficulty getting approval for certain office furniture and supplies. One of the first things one notices in entering an office in CODESRIA is that they are no file cabinets and that, in the absence of enough bookshelves, files are often stacked on the floor. One respondent did comment upon how the lack of a filing system notably slowed down her work.

The issue of internal communication within CODESRIA came up repeatedly, despite the fact that 71 percent of the respondents to the questionnaire for Secretariat members indicated they were well informed about CODESRIA's programs. While weekly meetings are held for top level management and Program Managers, the support staff does not participate in these meetings and one gets the sense that they are not always informed about the substance of these gatherings. Some Sectional Managers hold section level meetings, but this is not done throughout the organization. Twenty percent of the respondents suggested general staff meetings were not held, because it was not part of the organizational culture. It is noteworthy that the responses about the need for and value of staff meetings are clustered by categories of personnel. Staff from the Assistant Program

Manager level down advocated more staff meetings, while higher level professionals who meet regularly either did not respond to such questions or did not indicate the need to see such meetings organized.

It was of interest that the Secretariat's view of CODESRIA's most important programs differed in significant ways from that of the Laureates. Both Secretariat personnel and the Laureates ranked Publications at the top of the list. However, the Secretariat ranked Small Grants and Training in second place (15%) and Research Activities in third place (10%). In contrast, the Laureates, who benefit most from such programs, ranked Research Activities (the Multinational Working Groups and the National Working Groups) first along with Publications (27%), Small Grants second (13%), Conferences and other academic meetings third (12%) and Training activities fourth (11%).

Members of the Secretariat reflected strong opinions about the strengths, weaknesses, opportunities and threats that faced CODESRIA. Only Secretariat personnel of the three categories of stakeholders (Laureates and Executive Committee members) responding to the question ranked CODESRIA's Pan-African approach and perspective as most important along with the development of a community of African scholars. The single most important weakness cited was financial dependency (25%). Among the other weaknesses cited were the need to diversify CODESRIA's programs, administrative inefficiency, program management and communications. One fifth (20%) of Secretariat members viewed strengthening relations with other social science organizations as the principal opportunity available to CODESRIA. One person went even farther to suggest that CODESRIA should take advantage of opportunities to establish relations with other regions of the world, specifically China. While the plurality of the Secretariat members viewed CODESRIA's financial viability as the main threat to the organization, others cited such related concerns as,

uncontrolled growth, overextension that could lead to loss of relevance and the transition in leadership.

As an indication of their commitment to CODESRIA's programs, 40 percent of the Secretariat respondents suggested that in the event of a recent reduction in the budget, the organization should first cut administrative expenses. In a subsequent question on how savings might be made in the cost of implementing programs, 66 percent stated that such economies could be made through better and more timely planning, particularly in the purchase of air tickets, and improved coordination. Apparently there have been few attempts to introduce cost savings or transparency measures, to restrict administrative costs at CODESRIA.

If there was some agreement on what measures should be taken in the case of a budgetary shortfall, there was no clear consensus on what to do if CODESRIA benefited from a \$500,000 injection of new funds. It was surprising to note, given the suggested reaction to a financial shortfall, that the most frequent suggestion in case of a windfall was to create regional centers (29%). Among the other suggestions were to: improve publication structures (14%) and at 7 per cent each, to start an endowment to increase technological capability, to increase funds for the Small Grants program, for Publications, Training Institutes and the Academic Freedom program.

Despite the concern slightly more than two-thirds of the Secretariat respondents expressed about CODESRIA's financial viability (67%), only one third indicated an unqualified yes that the Council should accept funds from African governments. Another 17% percent said no categorically, while 33 percent gave a conditional yes. The main conditions cited were, if there were no political strings attached and if such funds came from a regional organization, rather than a national government. Several respondents to the survey from the various stakeholder groups did note the

anomaly between the apparent willingness to accept financial support from European governments. and not from their own.

Financial considerations weighed heavily on Secretariat responses about decentralization (defined in the questionnaire as the establishment of a small CODESRIA office in each of the five African regions). While recognizing that decentralization would increase participation in CODESRIA programs (38%) and increase the visibility of the organization (25%), twenty-nine percent of Secretariat personnel pointed out that it would be too costly. Other stated considerations were that CODESRIA would encounter a different work ethic in the field and that ensuring accountability would be more difficult.

All Secretariat personnel participating in the survey staunchly defended CODESRIA's record on involving women and younger scholars in the organization's programs. Fifty percent disagreed with the assertion that CODESRIA had not sufficiently encouraged involvement of these two groups in its programs. The other 50 percent did not answer the question.

In conclusion, despite some frustrations, CODESRIA has personnel that are firmly committed to the organization's objectives and programs. They are seriously concerned about the need to tighten administrative procedures and have a more open, participatory decision-making environment. While recognizing that there are significant things they can do to improve their overall program effectiveness, they would welcome more internal communications, support from top management and more cooperation from other Sections in the implementation of their respective programs.

CHAPTER IV

THE PROGRAMS AND OPERATIONAL SYSTEMS OF CODESRIA

The programs of CODESRIA are a natural outgrowth of its mission. The way in which these programs developed and the perspectives of the research conducted are related to the historical context of CODESRIA's founding, its governance structure and its financial regime. How the programs developed, evolved, are implemented by CODESRIA and viewed by its principal customers are among the questions the evaluation sought to answer. Institutions develop programs to address their major objectives and make modifications over time in response to customer demand, a changing external context and innovative ideas. While some institutions conduct regular assessments of program development, performance and continuing relevance through annual strategic planning exercises, others utilize more informal arrangements. Still others operate on the basis of a multi-year plan of activities. The CODESRIA appears to fall in the latter category.

Over the years CODESRIA has evolved a series of programs to stimulate research and build a community of social science scholars in Africa.

Journals

One of its earlier vehicles for conducting public debates through publications was through the journal *Africa Development*, first published in 1976, and the *CODESRIA Bulletin*. Both are published quarterly and widely distributed throughout Africa. Between 1976 and 1995 the bilingual journal *Africa Development* published 422 articles on a variety of social sciences issues with a heavy concentration on economics.

The *Bulletin* is reported to be the most widely read CODESRIA publication and is available in English, French and Arabic. Initially called *Africana*, the *Bulletin* has served as an important forum for debate. The recent debate between Mazuri and Mafeje on the former's call for the recolonization of Africa, has generated a series of subsequent commentary. The *Bulletin*, which is distributed free of charge, also serves as an important source of information to its readers about forthcoming meetings, composition of the Executive Committee, new publications and other news. By 1994 *African Development* had only 700 subscribers, while the *CODESRIA Bulletin* has a distribution of 3000²⁸ in English and 2000 in French.

In 1992, CODESRIA assumed responsibility, in cooperation with the Association of African Historians for the publication of *Afrika Zamani*, a journal of African History.

Research Networks

Undoubtedly the principal source for CODESRIA's publications is the work generated by the Multinational Working Groups (MNGs) and the National Working Groups (NWGs). Convening meetings and seminars around priority research themes identified by the General Assembly has been one of the principal ways CODESRIA has brought scholars together. So few opportunities exist for academics across the African Continent to come together to examine pertinent social science issues.

At its first meeting in 1973, CODESRIA's Executive Committee identified eight priority research projects and appointed coordinators to lead them. However, by 1975 no progress had been made on any of the eight projects. Nevertheless CODESRIA's research activities continued to take the form of seminars, workshops and conferences between 1976-1982. After finding that requesting papers around a given theme for such gatherings did not produce the desired result, CODESRIA

decided that a different modality was required if the organization intended to support research from its inception through publication. This new modality was the Multinational Working Group. While a formal program for Multinational Working Groups did not begin until 1982, the first MWG was established in Nigeria in 1997. The results of its work, *Path to Nigerian Development*, by O. Nnoli was published in 1981.²⁹

The Multinational Working Group (MNG) is a structured mechanism, with significant involvement by the Secretariat, to foster coordinated, quality, multidisciplinary research from scholars in different countries on a predetermined theme that leads to a publication. The Executive Committee, based upon a recommendation from the CODESRIA Secretariat and the Scientific Committee, appoints a Coordinator to head a MNG on a subject usually selected in advance by the Secretariat. The Coordinator then prepares a paper on the pre-selected theme, which reviews the literature on the topic and suggests specific areas around which a MNG might be established. This “state of the field” paper is then disseminated to African research institutes and individuals to elicit proposals from scholars who wish to participate in the project. Since 1988, these papers have been published in CODESRIA’s Working Paper Series, the “Green Book.” After reviewing the proposals, the Coordinator, usually in consultation with the Secretariat, then selects 10 to 20 scholars to join the MNG. A workshop of the participants is then convened, typically at CODESRIA, to refine the proposal and discuss methodology. A Co-Coordinator in the other language (French or English) is elected and CODESRIA provides seed money to the Coordinator and MNG participants to undertake their research. A timetable for the completion of the work is adopted. When the research is completed a final workshop is organized to discuss the papers. This meeting typically includes outside scholars who have worked in this field. Final revisions are made to the papers in response

to suggestions made at the workshop. These papers are then submitted to the MWG Coordinator for editing prior to publication by CODESRIA.

The Multinational Working Groups are complex networks and some of the initiatives have failed. By 1993, CODESRIA had set up over 22 Multinational Working Groups consisting of 378 researchers.³⁰ In their 1991 report on CODESRIA, Vlyder and Ornäs claim pointed to the highly uneven distribution of 170 researchers who by that time had participated in MWGs. According to their analysis although the researchers came from 39 countries, a disproportionately high number came from only a few countries as indicated below:

Table 1
COUNTRIES PROVIDING LARGEST NUMBER OF LAUREATES FOR MNGs

Nigeria	Senegal	Algeria	Tanzania	Ghana	Zimbabwe	Morocco	Tunisia	Zambia
30	18	10	9	8	7	6	6	6

There was no representation from Angola and Mozambique and little participation from Central Africa.³¹

In an effort to complement the work of the Multinational Working Groups, who focus on rather broad themes, CODESRIA established the program for National Working Groups in 1982. According to then Executive Secretary Thandika Mkandawire, another reason for undertaking this program was to produce a series of case studies on African countries, in order “to create a large enough empirical basis for theoretical analysis,”³² National Working Groups select their own topics,

which need not correspond to CODESRIA's thematic priorities, and their own Coordinator(s) with little involvement of the CODESRIA Secretariat. Between 1982 and 1993, 42 National Working Groups had been established. National Working Groups also capitalized on the research taking place in universities at the national level and provided a publication outlet where none had existed.

The NWGs, which require less oversight from the Secretariat than MWGs, are viewed by CODESRIA as one of its most cost effective programs. A higher percentage of books emerge from the NWGs than from the MWGs. In addition, these publications have contributed to the literature available on various African countries; provided greater exposure for younger or relatively unknown scholars, strengthened the research tradition at African universities and have generated the publication of a series of anthologies, a genre that had been the "exclusive preserve" of foreign scholars.

The Multinational and National Working Groups are the principal mechanisms used by CODESRIA to foster research and collaboration among African Scholars and generate manuscripts for publication. In addition, the Secretariat continues to organize conferences and meetings on important themes, such as agricultural development, the impact of structural adjustment on African economies, human rights, academic freedom and democratization. Among the meetings held in the 1990s are:

- Social Science Research Priorities: An Agenda for Namibia, 30 May-1 April 1992 in Windhoek, in collaboration with the University of Namibia;
- Democracy and Human Rights in Africa: Internal and External Contexts, 11-14 May 1992 in Harare, in collaboration with SAPES Trust
- Agrarian Question in Africa workshop, 16-18 March 1992 in Dakar

- The South Commission and Africa in the 90s, 15-17 April 1993 in Abidjan, in collaboration with the South Commission in Geneva.
- Historical Heritage and the Democratization Process in Africa: Historians Commentaries, 26-29 April 1993 in Bamako³³

These meetings provide additional opportunities for African scholars to exchange views and share their research. Papers presented at such meetings often are published subsequently in monographs or CODESRIA journals (*CODESRIA Bulletin*, *Africa Development* and *Africa Zamani*).

Fellowships and Grants Programs

Over the course of its twenty-three years of existence, CODESRIA has operated four major series of fellowship and grant programs. Several of these reflect donor priorities and are no longer in existence.

A. Fellowship Program on Population

The fellowship program on Population financed by the IDRC and the Ford Foundation was the first such program administered by CODESRIA. This program was designed to enhance the capacity of academics from East and Central Africa to conduct research in the area of population, urbanization and development. Subsequently by mutual agreement, this project was transferred to the Union of African Population Scientists (UAPS)

B. Reflections on Development

Funded by the Rockefeller Foundation, this project is designed to sustain and enhance the capability of Africans to conduct basic research on development and encourage the tradition of publishing. This project was initially conceived to counteract the tendency to involve African

researchers in data gathering activities, but restrict the research design, its basic assumption and the analysis of empirical data to foreign based scholars. Initially managed by the Rockefeller Foundation itself, who brought both African and Asian academics together, the African component of this project was later transferred to CODESRIA. Over 40 fellows have benefited from the program, which has generated a number of books, monographs and articles.

C. Network on Industrial Policy in Francophone Africa

The CODESRIA Secretariat houses a specialized research project, the Network on Industrial Policy in Francophone Africa. This program, which provides grants for study abroad and holds training workshops for the grantees on the use of quantitative methods and analytical models, has its own funding regime and administrative apparatus. As such, its operation is not a part of this evaluation. A report on the progress of this Network can be found in the Report of the Executive Secretary to the Eighth General Assembly of CODESRIA, 26 June - 2 July 1996.

D. Small Grants Program for Thesis Writing

The Small Grants Program for Thesis Writing was established in 1988 to fill the gap in fellowships available to graduate students, increase the participation of younger scholars in CODESRIA's programs and to "encourage research by rewarding excellence."³⁴ Conceived and administered by CODESRIA, this program is funded principally by SAREC and since 1990, the government of France. The program is open to students in African universities preparing a Master's or doctoral degree in the Social Sciences. Grant awards vary according to the degree being prepared. Three thousand US dollars are awarded to grant recipients preparing either a Ph.D. or a *doctorat*.

Twenty-five hundred US dollars are given to grant recipients preparing the M.A. and, until 1995, the *Diplôme des études avancées* (DEA) and US \$2,000 is received by those completing a *maitrise*. Sixty percent of the funds are transferred upon selection of the grantees and 30% is turned over after CODESRIA receives a copy of the thesis or dissertation.

One of the more important features of the program is that CODESRIA purchases books requested by the grantees to further their research. Except for Senegal and Cote d'Ivoire, where arrangements have been made to purchase books locally, books for other grantees are purchased through a company in Paris that sends books directly to the grant recipients. This necessary arrangement creates delays and has been a source of complaints from the Small Grants Laureates. Grant funds cannot be used for field work outside of Africa.

The Laureates are chosen by a Selection Committee appointed by the Executive Committee. Applicants must submit a ten page proposal, a curriculum vitae and two letters of recommendation. Two selection rounds were held in the first year of the program. However, in view of the work involved, since 1989 only one round of grants has been awarded each year. Information about the Small Grants program is disseminated through posters, flyers and an announcement in the *CODESRIA Bulletin*.

A report on the Small Grants program prepared by the Secretariat observed that although the number of applicants have doubled since the inception of the program, the distribution of applicants by country has remained virtually the same. Nearly 60 per cent of the applicants come from West Africa and 37 per cent of these from Nigeria, followed by 12 per cent from Senegal. Of interest, 90 per cent of the Nigerian applicants come from only three universities; the University of Zaria,

University of Nsukka and Obafemi Awolowo University. No applications have ever been received from Comores, Djibouti, Somalia, Gambia Guinea Bissau or Cap Vert.³⁵

Of the 815 laureates through 1994 only 168, or 20 per cent, were females. Based upon the number of Laureates who submit their thesis or dissertation to CODESRIA, females appear to have slightly more difficulty completing their work than men. By January 1996, 60 of the 168 females had finished their research, while nearly half of the men, 308 out of 647, had done so.³⁶ Anglophone Laureates accounted for 48 per cent of all Laureates through 1995. Francophones were represented 42 per cent, Arabophones comprised 9.6 per cent Lusophones only 0.02%.³⁷ An examination of the Laureates by discipline reveals that Economics and

Table 2

Applicants and Awardees of the Small Grants Program 1988-1995

Year of Competition	Number of Applicants	Grants Awarded
1988A	231	65
1988B	189	63
1989	332	90
1990	227	102
1991	290	166
1992	475	139
1993	539	120
1994	501	70
1995	479	63
Total	3,093	878

Source: Compiled from data provided in. "Rapport du Programme de Petites Subventions pour la Redaction de Memoires et de Theses," prepared by CODESRIA Secretariat, February 1996..

Sociology are the most common fields of study accounting for over 50 per cent of all grant recipients.

Although the Small Grants program is considered one of the most successful of CODESRIA's activities, several problems were highlighted by Secretariat staff. One main issue revolves around the time to degree. Laureates are given three years to complete their work, but often, as a result of delays at CODESRIA, six months to a year can elapse between the time the Laureate is notified of the award and the first grant payment is received. A second challenge for the manager of the Small Grants program has been the frequent student unrest and subsequent closings of the universities. Finally, the inordinate delays in obtaining the books requested by the Laureates, other than those in Senegal and Cote d'Ivoire, who can purchase books locally, have frequently setback the research of the grant recipients. The manager of the program has recommended that CODESRIA find a way to provide all of the books requested no later than a year after the grant has been awarded.

Table 3**SMALL GRANTS PROGRAM****Laureates by Field of Study, 1988-1994**

Field of Study	1988a	1988b	1989	1990	1991	1992	1993	1994	Total
Economics	23	16	21	35	51	33	35	9	223
Sociology	21	16	32	34	33	46	33	7	223
Political Science	7	12	11	12	17	30	9	5	103
History/Geog.	10	18	19	16	28	42	31	23	187
Literature/Lang.	4	1	4	6	6	13	4	5	43
Health	0	0	1	1	1	0	4	2	9
Population	0	1	3	1	3	2	4	19	33

Source: "Rapport du Programme de Petites Subventions pour la Redaction de Memoires et de Theses," p. 7.

Table 4**SMALL GRANTS PROGRAM****Laureates by Country of Residence and by Nationality**

Country	Laureates' Country of Residence	Laureates' Nationality
Algeria	13	11
Angola	1	2
Benin	37	46
Botswana	2	1
Burkina Faso	10	20
Burundi	5	5
Cameroon	58	65
Chad	-	5

Country	Laureates' Country of Residence	Laureates' Nationality
Central African Rep.	2	4
Comores	-	1
Congo	6	4
Cote d'Ivoire	52	26
Egypt	-	1
Ethiopia	6	4
Ghana	14	17
Guinea (Conakry)	1	7
Kenya	30	28
Lesotho	4	3
Liberia	-	1
Libya	6	6
Madagascar	8	8
Malawi	5	3
Mali	3	7
Mauritania	1	22
Mauritius	-	1
Morocco	35	28
Niger	-	4
Nigeria	274	268
Rwanda	-	2
Senegal	124	94
Sierra Leone	20	16
South Africa	4	5
Sudan	17	17
Swaziland	1	-
Tanzania	21	24
Togo	8	12

Country	Laureates' Country of Residence	Laureates' Nationality
Tunisia	21	16
Uganda	10	11
Zaire	7	11
Zambia	4	3
Zimbabwe	7	9

Source: Compiled from data in "Rapport du Programme de Petites Subventions pour la Rédaction de Memoires et de Theses, p. 5 & 6.

Training Institutes

In an effort to strengthen the methodological skills and knowledge of mid-career scholars in selected fields, CODESRIA launched the Summer Institutes in 1992. The Institutes are scheduled between July and September and last approximately six weeks. So far, Institutes have only been held on two themes: Democratic Governance and, beginning in 1994 on Gender.

The Secretariat appoints a Director for the Institute. Approximately 10 to 20 participants are selected, based upon the quality of the research proposals they submit with some attention paid to geographic and gender distribution. During the course of the six weeks Institute, the Laureates hear lectures from experts brought in for this purpose, have workshops on the papers submitted by the participants and are given time to conduct research at CODESRIA's Documentation and Information Center (CODICE). Each participant is awarded a monthly stipend of \$1,000 and 1,000 of copies of bibliographic material and is given an extensive bibliography of the books, articles and other relevant materials on the subject available in CODESRIA's Documentation and Information Center (CODICE). Housing is provided by CODESRIA for all participants from outside of Senegal.

The four Democratic Governance Institutes held to date have concentrated on different sub-themes. In 1992 the focus was “State and Civil Society in Africa.” The 1993 Institute covered, “Structural Adjustment and Governance in Africa,” and in 1994 the theme was, “Institutions, Constitutions and Democratic Governance.” A list of the topics of the lectures for the three of the four Governance Institutes can be found in Appendix 8.

In contrast to the Governance Institutes, the Gender Institute has not yet focused on sub-themes, since it is designed to raise awareness about gender bias and the “gendering” of social science research. During the six week period, the Laureates are exposed to the burgeoning literature on gender and learn how to undertake gender sensitive analysis.

The 1995 Gender Institute was in session during the Eighth General Assembly. It soon became apparent that the Secretariat could not properly service both meetings simultaneously. More importantly, CODESRIA wanted to provide an opportunity for Gender Institute participants to interact with a broad cross section of the African intellectual community gathered for the General Assembly meeting. Their presence also increased the participation of “third generation” scholars and females attending the Assembly. The presence of the Institute Laureates undoubtedly heightened the level of debate on gender at the Assembly.

Apart from some questions about housing and the quality of guest lectures, the Institutes have been rather successful. As a result of the extensive two month period, the Institutes are expensive programs to administer. The Secretariat is interested in identifying additional resources in order to provide some seed money for laureates to pursue their research upon returning to their respective countries.

Table 5**INSTITUTE ON DEMOCRATIC GOVERNANCE****Laureates by Year and Discipline**

Discipline	Year			
	1992	1993	1994	1995
Psychology		1	1	
African and Asian Studies	1	1		
Public Administration	1	1		
Science	1			
Law	1	1	2	1
Economics		1	1	2
Philosophy	2	1		2
History	1		2	2
Sociology			1	
Sociology/Anthropology		1	1	
Political Science	6	3	4	6
Total	13	10	12	13

Table 6

INSTITUTE ON DEMOCRATIC GOVERNANCE

Laureates by Gender

Year	Male	Female	Total
1992	11	2	13
1993	8	2	10
1994	10	2	12
1995	10	3	13
Total	39	9	48

Table 7

INSTITUTE OF DEMOCRATIC GOVERNANCE

Laureates by Country

Country	Year			
	1992	1993	1994	1995
Benin	0	1	0	0
Botswana	0	0	1	0
Burkina Faso	1	0	0	0
Burundi	1	0	0	0
Cameroon	0	1	2	2
Cote d'Ivoire	0	1	0	0
Ethiopia	1	0	0	1
Ghana	1	1	1	0
Kenya	1	1	1	1
Mali	1	0	0	0
Morocco	0	0	0	1
Mauritania	0	0	1	1
Namibia	0	0	0	1
Nigeria	3	3	3	4
Senegal	1	0	0	1
Sierra Leone	0	0	1	0
Sudan	1	1	0	0
Tanzania	1	0	0	0
Uganda	1	0	0	0
Zaire	0	0	1	0
Zambia	0	1	2	2
Total	13	10	12	13

Table 8

INSTITUTE ON GENDER

Laureates by Country

Country	Year		Total
	1994	1995	
Benin	0	1	1
Cameroon	0	2	
Cote d'Ivoire	1	0	1
Egypt	0	1	1
Gambia	1	1	2
Ghana	0	1	1
Kenya	2	2	4
Nigeria	4	5	9
Senegal	4	3	7
Sudan	1	1	2
Uganda	0	1	1
Zimbabwe	1	0	1

Table 9

INSTITUTE ON GENDER

Laureates by Gender

Year	Male	Female	Total
1994	3	11	14
1995	3	15	18
Total	6	26	32

Academic Freedom

Throughout the period of CODESRIA's existence there have been recurring restraints on academic freedom in many African countries. These restrictions have taken various forms, i.e., limitations on the topics that could be examined, such as democratization, human rights and ethnic conflict resulting in the failure of Multinational or National Working Groups to get off the ground; self imposed restraints on scholars; and a code of silence or overt repression through threats, firing, ransacking of offices or arrests by entities connected with governments. In an effort to focus attention of these abuses and seek ways to limit such human rights violations, CODESRIA organized a major conference in Kampala, Uganda in 1990. The Conference adopted the Kampala Declaration on Intellectual Freedom and Social Responsibility, which was widely distributed and has become a pivotal document in African human rights circles. The Conference also recommended that a body be set up to monitor freedom in Africa on a regular and systematic basis. Having failed to set up such a free standing body, CODESRIA decided to set up a small unit for this purpose in the Secretariat. Created not long after the Kampala Conference, CODESRIA's unit on Academic Freedom is staffed by a Program Officer and, since June a full time secretary.³⁸ It monitors violations of academic freedom, publicizes abuses, provides support to victims, prepares depositions on their behalf to authorities and co-sponsors meetings and workshops on this theme. It also has the responsibility to prepare an annual report on the State of Academic Freedom in Africa. The Swedish International Development Co-Operation Agency (SIDA) and the Rockefeller Foundation provide financial support for the Academic Freedom Unit. and

The first annual report for 1995 came out in April 1996. Unlike other annual human rights reports, which provide summaries by country, the CODESRIA State of Academic Freedom reflects

an effort to, “comprehend the dynamics and socio-political processes in which researchers work and give insights into the root causes of violations of intellectual freedom.”³⁹ Therefore, the report contains three sections: Studies, which include a legal framework for the protection of academic freedom, four case studies on Algeria Cote d’Ivoire, Kenya and Nigeria and shorter country profiles in the Notes and Briefings sections. This approach to the report grew out of a desire to provide more analysis about restrictions on academic freedom, but also results from the difficulties in obtaining information on each country in the current political and economic environment. The vagaries of mail delivery in Africa have been compounded by the economic cutbacks on the use of fax machines and telephones. Indeed, in response to the CODESRIA inquiry about the state of academic freedom in his country replied, “there are no problems of academic freedom in my country, because the universities have been closed since last year.”⁴⁰

Other activities in support of academic freedom include financial assistance to persecuted individuals and institutions subjected to violations of academic freedom drawing from a small fund established for that purpose. This assistance normally takes the form of research grants or a contribution to legal fees. The Secretariat has provided financial assistance to persecuted scholars in Ethiopia, Algeria, Kenya, Zambia and Cote d’Ivoire. As the number of requests has increased, CODESRIA has decided to accord preference to organizations of academics rather than individuals. For example CODESRIA gave US \$1,500 to the University of Zambia Lecturers and Researchers Union (UNZALARU) to defray the costs of legal expenses incurred trying to protect academic freedom.⁴¹ In addition, CODESRIA has co-sponsored national conferences, publicized egregious violations of academic freedom, by the state, fundamentalist groups and other civil society entities, and has even used its good offices to assist scholars affected by these violations. The CODESRIA

has also supported conferences on Academic Freedom in Nigeria, Malawi and Ghana. Working in cooperation with the University of Dar Es Salaam and the Center for Basic Research in Uganda in Uganda, CODESRIA organized a major conference on Academic Freedom, Social Research and Conflict Resolution in the Countries of the Great Lakes in Arusha, Tanzania 4-7 September 1995. Several donors funded this conference: In February 1996, CODESRIA co-sponsored a national meeting on Academic Freedom in Abidjan, Cote d'Ivoire.

It is apparent that the demands on the Academic Freedom unit will increase as the newly democratizing countries encounter setbacks and emboldened scholars develop a taste for speaking truth to power.

Publications

Publications constitute the most visible of CODESRIA's program outputs. A natural extension of CODESRIA's objective of creating a space for African perspectives on development and social issues facing the continent, the organization's first books grew out of selected papers from its conferences and workshops. Later, with the creation of the Multinational Working Groups, the products of these networks were the anchors of CODESRIA's publication program. More recently the National Working Groups became the major source of publishable manuscripts. Increasingly, with the collapse of the embryonic publishing industry in Africa, CODESRIA has received more unsolicited manuscripts. As one of the most significant publishers in Africa, CODESRIA feels a special responsibility to sustain a publishing tradition in Africa. This tradition, according to Thankdika Mkandawire, the outgoing Executive Secretary,

...is hampered by the high mortality rate of periodicals, the collapse of African university presses, the reluctance of commercial publishers to publish materials on Africa that is seen as too highly specialized, the heavy arm of repressive states, etc. Publication in foreign outlets has always been leery for a number of reasons including editorial styles and policy.⁴²

Books published by CODESRIA are quite well received if not widely distributed in Africa. The CODESRIA has established contacts with book distributors in Algeria, Ghana, Kenya, Nigeria, Uganda, and Zimbabwe. In most cases the distributors prefer to carry mainly those books focusing on their respective countries. Despite differential pricing arrangements and advertisement in such magazines as *West Africa* and *Jeune Afrique*, book sales in Africa remain sluggish. However, CODESRIA's books are not well advertised in "northern" markets and the mark-up is high. Widespread currency devaluations in francophone and other countries and the attendant lowering of academic salaries have combined to virtually wipe out the market for scholarly books in Africa. Publications by CODESRIA consistently are featured in the Zimbabwe Book Fair (ZBF) and the Director of the Fair, Trish Mbanga, gives CODESRIA high marks for its list of publications and the very professional manner in which the Secretariat handles its participation in this biennial event.

The African Book Collective (ABC) based in London distributes CODESRIA's books in Europe and North America. In 1991 CODESRIA entered into an agreement with Editions KARTHALA for distribution in Europe of its books in French.

The CODESRIA books are still typed, edited, proofed, type-set and printed in-house with equipment provided many years ago by the Government of Germany. This production is accomplished with a relatively small staff. According to its current Plan of Activities, CODESRIA expects to publish 12 books a year, four from Multinational Working groups, six from National

Working Groups and two unsolicited manuscripts. Since November 1995, CODESRIA has published four books.

- Francis Akindes, *Les mirages de la démocratie en Afrique subsaharienne francophone*
- Thandika Mkandawire and Adebayo Olukoshi, ed., *Between Liberalization and Oppression: the Politics of Structural Adjustment in Africa*
- Françoise A. Kaudjis-Offoumou, *Les droits de la femme et Côte d'Ivoire*
- CODESRIA, *The State of Academic Freedom in Africa 1995*

Six more books are scheduled for publication this year.

- Mahmoud Ben Romdhane ed., *Mouvements sociaux en Tunisie*
- Mahmood Mamdani ed., *Uganda Studies in Labor*
- J. Olaka-Onyango ed., *The Dynamics of Constitutional Reform in Uganda*
- Eboe Hutchful and Abdoulaye Bathily ed., *The Military and Militarism in Africa*
- Paulin Hountondji ed., *Endogenous Knowledge in Africa: Research Trails*
- Ayesha Imam, Fatou Sow and Amina Mama, *Gendering Social Sciences in Africa*

Maintaining quality publications remains a constant goal. All manuscripts are now subjected to peer review. Three CODESRIA books have been recognized for their quality: *Modern Economic History of Africa*, written by P. Tiyaambe Zeleza, which received the prized Noma award and the books edited by Joseph Ki-Zerbo, *Dans la Nette des Autres*, and by Momar Comba Diop, *Senegal'' Essays in Statecraft*, which won the Dakar book award.

Most of CODESRIA's books are published in English, although an increasing number are being translated into French. To date none of its books have been translated into Portuguese.

In a recent internal evaluation by CODESRIA's Scientific Committee of its publications, the Committee identified three main weaknesses in the publication program, related to gender, thematic and linguistic biases. Not only were books on gender virtually absent, but precious few authors of CODESRIA's books were female.⁴³

The other main CODESRIA publications are the three aforementioned journals, *CODESRIA Bulletin*, which is circulated free of charge; *Africa Development*, the "flagship" periodical and *Africa Zamani*. In addition, CODESRIA also has taken over the *South African Sociological Review* and transformed it into a pan-African sociological review, which will continue to be edited in South Africa. Plans are underway to launch a fifth magazine, an *African Journal of International Relations*. Finally, CODESRIA publishes in its Working Papers Series, the "Green books" produced for the Multinational Working Groups.

At present 332 institutions receive CODESRIA Working Papers and Monographs free of charge.⁴⁴

Documentation

The Documentation and Information Unit (CODICE) of CODESRIA has main two functions, to service the research needs of the Secretariat, as well as those of the research networks and individual scholars. Since 1992, CODICE has acquired approximately 1000 new materials (books, reports, references conference documents, theses from the Small Grants program and other programs and periodicals) each year. It now has 250 periodicals and receives many newsletters. Through the use of survey instruments, CODICE is building up its data bases. Among those under development are the

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- Bibliographic Data Base
 - Data Base of Social Scientists
 - Data Base of Research and Training Institutes in Africa
 - Data Base of Development Research Projects in Africa
 - Global Data Base on Training and Research Institutes

Recognizing the importance accorded to access as well as acquisition, CODICE has acquired a number of CD-ROM data bases. However, the embryonic stage of the telecommunications development in Africa as prevented CODESRIA from obtaining a series of on-line services. The CODICE also is a member of the International Development Information Network (IDIN), a program of ICCDA, which links the information centers of the member organizations of ICCDA and the Organization of Economic Cooperation and Development (OECD). In the interest of ensuring compatibility, associations participating in IDIN use the information storage and retrieval software development by UNESCO, CDS/ISIS. In addition to these networks, CODESRIA is a institutional participating center in the Pan African Documentation and Information System Network (PADIS), a member of the Computer Communication Network of Africa and the Human Rights Information and Documentation System, International (HURIDOCS).

Apart from its normal work of the acquiring and processing bibliographic materials, CODICE services the Small Grants Program, the Multinational and National Working Groups and the Summer Institutes, through the preparation of bibliographies on the designated topics, as well as ordering, photocopying and sending documentation to Working Group Coordinators and individual researchers. In 1994 alone, CODICE prepared 26 different bibliographies, generated three specialized lists of academics and provided upon request 173 documents to six CODESRIA

Multinational and National Working groups. Between July and August, the Library is heavily utilized by participants in the Governance and Gender Institutes. The CODESRIA Documentation and Information Center is one of the most significant in Africa and is used on a regular basis by researchers.

Inter-Agency Cooperation

Historically CODESRIA has played a catalytic role in the development and strengthening of national and regional social science research organizations. It also cooperates with a wide range of African non-governmental organizations (NGOs), inter-governmental training and research centers, multilateral and bilateral development agencies in Africa and the Association of Deans of Social Science Faculties in African Universities. The Council contributed financial support for the creation of Organization for Social Science Research in East Africa (OSSREA) and provided technical assistance to midwife the Zimbabwe Institute for Development Studies (ZIDS) in Harare. It also provides ongoing support to the Association of African Women for Research and Development (AERATE), whose Secretariat is housed at CODESRIA. Consistent with its commitment to foster the development of social science research in Africa, CODESRIA gives modest grants to support the annual meetings of such organizations as Africa Zambia, the Association of African Philosophy, the Association of African Political Scientists (AAPS), the African Association of Anthropologists, Association of Francophone Sociologists, the Social Science Research Council of Nigeria, and the Academic Staff of Universities.⁴⁵

Beyond Africa, CODESRIA participates in networks of social science research organizations that are international or regional in focus. It is an active member of the Inter-regional Coordinating

Committee of Development Associations (ICCDA), which comprises five organizations: the Association of Development Research and Training Institutes of Asia and the Pacific (ADIPA) based in Kuala Lumpur, Malaysia; the Association of Arab Research Institutes and Centres for Economic and Social Development (AICARDES) in Tunis, Tunisia; the Latin American Social Science Council (CLACSO) headquartered in Buenos Aires, Argentina; and the European Association of Development Research and Training Institutes (EADI) in Tilburg, Netherlands. Established in Cairo, Egypt in 1976, ICCDA represents over 600 social science research and training institutions that are constituent members of the five organizations that make up ICCDA.

This review of the evolution of CODESRIA's programs documents the exponential growth in its program outputs over the past twenty-three years. The Council is a remarkably active organization.

Financial Support

From its penurious early existence, CODESRIA has been able to sustain significant core support for its operations and attract broad donor support for its various program activities. Between 1985 through 1990 CODESRIA enjoyed an average annual budget of about US\$1,400,000. Beginning in 1990, this amount rose over the past decade to an average of US \$2,200,000. The Council estimates that it will require US \$20,000,000 over the next five years, or US \$4,000,000 a year. Since virtually all of these resources come from outside Africa, in the current climate of donor fatigue, CODESRIA may wish to develop a strategic financial plan that identify some income generating options, increase financial support from Africa and attract funds from new international donors.⁴⁶

CHAPTER V

STAKEHOLDER VIEWS ON CODESRIA

This evaluation of CODESRIA takes place in a dramatically different Africa than the one that provided the backdrop for its entry on stage. If 1973 was perhaps the end of the euphoria of the 1960s, we are now in a period of angst and expectation. No longer a time of cold war when the Horn, southern Africa, Guinea, Zaire were contested areas, it is rather a period of several smoldering, longstanding internal ethnic tensions where few external actors want to choose sides. It is not a time of major victories of nationalist forces over colonial holdovers, but small, yet progressive achievements in many states. If the end of east-west rivalry has moved the African continent from one of a few regions of primary focus, the stalemate in the north-south dialogue has redirected the attention of most of the international community to the so called transforming economies of the eastern Europe, the former Yugoslavia, the dynamic Pacific Rim region and the ups and downs of the peace process in the volatile Middle East. In short, for most of the major powers, the South is no longer salient.

In the 1990s the euphoria of the 60's remains a faded memory as most African countries continue to experience an erosion in their standards of living economy, while others have positive expectations about the democratic openings that have swept the continent. It is ironic that education, the one sector in which African countries make phenomenal progress since independence, is now in a state of crisis. The international donor community has changed its priority from creating university centers of excellence, to improving basic education. As a result, tertiary educational institutions are being impaled on the trident of declining budgetary allocations from governments,

politicalization in countries with authoritarian regimes and disaffection by faculty and students alike. While democratization has created more space for a panoply of intellectual ideas, the uncertainties inherent in any transitional period have induced caution. Unable to obtain research funds, sustainable salaries and current educational materials, many African academics are leaving to accept positions in Europe, Canada or the United States, and more recently in South Africa. Students who experience frequent closings of the university and have no assurance of obtaining secure professional jobs upon graduation are beginning to question the very rationale for higher education.

It can be argued that, in many ways, African governments have even less autonomy in deciding national policies than did their predecessors the seventies. In the area of development assistance, "project aid" has given way to the more intrusive "policy advice." Multiparty elections have reawakened divisions that prevailed during the nationalist period. In a few countries internal "nations" have subverted the state, while, as in Somalia, Rwanda, Liberia, bad government is replaced by no government. This is the context that led an unswerving African nationalist to inquire if parts of Africa should not be recolonized.

In this context of uncertainty, ferment and promise in Africa, CODESRIA stands as a ray of hope. Having survived nearly a quarter of a century, it has become an institutional elder that commands fierce loyalty, albeit with some criticism, from its growing constituency. There is no other social science research institution in Africa that has a pan-African character, convenes meetings on topical issues, provides a publishing outlet for academics' musings and funds research on a fairly wide list of themes. There seems little question that its existence is more important than ever. It is also clear that now, having graduated from a mom and pop corner store to a major

enterprise, it must develop administrative efficiency, ensure its continuing relevance by opening up a policy studies program drawing upon the wealth of empirical studies it has supported and find ways to enhance its financial sustainability. Such a program will not only facilitate CODESRIA's participation in the major debates in Africa, but also respond to the expressed desires of an important segment of its clientele.

The Laureates, CODESRIA's principal beneficiaries were the largest group of stakeholders to participate in the survey. While it is difficult to paint a definitive profile of the Laureates, they were generally older, 40 per cent having been associated with CODESRIA for ten years or more. Over thirty percent (31%) had participated in a Multinational or National Working Group, more than 80 per cent were males and while 55 per cent agreed that only dues paying members should be permitted to vote at the General Assembly, 47 per cent had not paid their dues. A resounding 70 per cent said that CODESRIA had been important for their professional development. It is nevertheless a group with widely different opinions about CODESRIA and the various issues that confront it.

In assessing CODESRIA's strengths, weaknesses, opportunities and threats, nearly two-thirds cited one of four main strengths, (1) that it had developed a community of African scholars (21%); (2) it provided a space for African scholars to exchange views (17%); (3) it afforded an opportunity to publish (14%); and (4) that its leadership and Secretariat commanded respect (12%).

As for its weaknesses, three main areas were highlighted. Nineteen percent said that CODESRIA's books were not well known or disseminated, or that CODESRIA itself was not well known. Poor administration was selected by 11% and the third highest number, 9%, referred to linguistic cleavages or preeminence in the organization. There was no broad consensus on what opportunities faced CODESRIA. The highest percentage, only 13 per cent, indicated that

CODESRIA should undertake more operational/policy relevant research, while others wanted more regional participation, cooperation with United Nations system organizations and strengthened relations with other social science organizations (6% each). A clear plurality, 38 per cent, cited financial viability as the greatest threat facing CODESRIA. Interestingly the next highest concern (9%) was the potential threat of CODESRIA's current leadership transition. Only 3% saw the greater involvement of young researchers and women as a priority.

There is no consensus among CODESRIA's stakeholders about the allegation that it had not done enough to involve younger and female scholars in its programs. While an equal amount of the Laureates (34%) answered yes and no to this question in reference to younger scholars, a clear plurality, 41%, agreed that not enough had been done to encourage female researchers. Over one-third recommended that CODESRIA mount an affirmative action program or create gender specific programs to address this problem. Nearly 43 per cent of the Representatives of Cooperating Institutions and 66 per cent of members of the Executive Board believed that it was not a fair allegation and that, while this had been a problem in the past, progress was being made. Secretariat views were more categorical with 50 per cent rejecting the allegation that CODESRIA had not sufficiently encouraged younger and female scholars and 50 per cent not answering the question. These very different perceptions about an issue which engenders great passion among many female participants in CODESRIA's programs probably will make it difficult for the organization to undertake concerted action to redress the clear imbalance between male and female involvement in all of the Council's activities.

All of the five categories of respondents (Laureates, Cooperating Institutions, Executive Committee members, Secretariat and Donors) considered Publications the most important program

of CODESRIA. Laureates rated Research as high as Publications (27%) and listed Small Grants as a distant third (13%). Cooperating Institutions ranked Research (MWGs and NWGs), and Small Grants second and third respectively. In contrast, Executive Committee Members and Donors considered Research and Training the second and third most important programs. Members of the Secretariat placed Training and Small Grants in second place and listed Research as third.

The most frequent complaint about all programs involved the delays in receiving information-- or in the case of the Small Grants, in receiving the grant stipends and the books-- and for publications the long time required to transform a manuscript into a book. Another frequent complaint was the perception that an "old boys club" ran CODESRIA and dominated representation in its various programs. Specific concerns were expressed about the need to expand the representation of female and younger researchers, as well as Arabophones and Lusophones. A few respondents called for more academic rigor in the publications and improved quality in the lecturers for the Gender Institute.

Like most organizational customers, the largest number of Laureates, Executive Committee members and Cooperating Institutions recommended that administrative costs, not programs be cut in the event that CODESRIA faced a 20% shortfall in revenues. As can be seen in the table below, there were wide differences within and across groups about which programs should be cut in the event of budgetary constraints.

Interestingly, respondents found it easier to recommend areas where additions could be made to the budget. Yet once again choices varied widely among the groups. The Laureates advocated adding funds to Publications, Small Grants and increasing CODESRIA's technological capability. Executive Committee members opted first to give more money to Training Institutes and accorded

equal weight to increasing allocations to Small Grants and funds to other research institutions. Representatives of Cooperating Institutions appeared more bureaucratic in their choices when they gave equal weight (10%) to six options: More money for programs; Publications; Multinational Working Groups, Training Institutes, Funds to other research institutions and Launching specific programs for women or expanding female participation. The largest percentage of the Secretariat members (259%) wanted to see new funds be used to create regional centers. Improving CODESRIA's publications infrastructure got second priority. In third place, with 7 per cent, were six options: more money for Small Grants, Publications, Training, Academic Freedom, Increasing Technological Capacity and Improving communication structures.

Despite, or perhaps because of, the singular importance attached to CODESRIA's publications, several respondents offered suggestions about this program. It was suggested that the book production functions be turned over to a commercial publisher. Expanding the distribution of CODESRIA's books preoccupied others. Others lamented that all of the publications are not available in French and English. The evaluators noticed a number of errors in documents and other materials printed at CODESRIA that should have been detected at the copy editing phase.

In his Report to the 41st Session of the Executive Committee, the Executive Secretary noted that in an effort to improve the typesetting, editing and other technical of the Publications Program staff, they have been trained in Desktop Publishing. He further announced that a book Distribution Officer was hired in early May 1996, who will prepare a distribution plan for the organization's publications.⁴⁷

While rather strong feelings against consultant based research continue to exist, several Laureates, Institutional representatives and Members on the Executive Committee recommended that

CODESRIA undertake more policy research and host more meetings that bring together both scholars and decision-makers. One specific proposal called for CODESRIA to commission studies on Politics and State of the Nation in crisis ridden countries like, "Chad, Niger, Sudan, Rwanda and Burundi.

Over half of the Laureates and Institutional representatives confirmed that they use CODESRIA books in their research and occasionally in their classes. Among those books considered among the most significant published by CODESRIA were *Academic Freedom in Africa* and *A Modern Economic History of Africa*. Other books cited were: *State and Agriculture, Social Movements, Zimbabwe: The Political Economy of Transition., 1980-1986*, and *Senegal: Essays in Statecraft*.

One of the more frequent complaints was the lack of, or late, information about CODESRIA's activities. Virtually everyone relied upon the *CODESRIA Bulletin* as the main channel of communication about the organization's activities. It seemed apparent, however, that in some university faculties and institutions, the *Bulletin* was not widely circulated and that information was shared selectively. Female respondents often complained about not being well informed.

This feeling of distance from CODESRIA's program was particularly acute outside of West Africa. In central, east and southern Africa, institutional members encouraged holding more meetings outside of Dakar and increased co-sponsorship of CODESRIA's programs. They wanted to expand collaboration with CODESRIA. These proposals were seen not only as a way to strengthen local research institutes, but also to increase membership and improve CODESRIA's visibility in the region. The evaluators were impressed by the vitality of the regional organizations

and the fact that even though they sought funding from the same donors, these organizations strongly supported CODESRIA.

In the periodic debates about ways to ensure that CODESRIA with its pan-African vocation has greater visibility and more regional participation, decentralization has emerged as one policy option. Very few respondents considered decentralization, by which we mean out-posting of CODESRIA Secretariat staff to other regions in Africa, a viable option. While recognizing that opening CODESRIA regional offices would increase its visibility and expand regional participation in its programs, the most common reasons advanced against decentralization were that it would be too costly and might erode the Pan-African perspective of the CODESRIA. Executive Committee members were the strongest opponents of decentralization (83%). As one might expect, most Cooperating Institutions also opposed decentralization (57%). No one indicated that decentralization would improve program execution. Although Secretariat members commented on the advantages and disadvantages of this decentralization none of them registered their position of this option.

One logical alternative to institutional decentralization is the decentralization of programs through subcontracting arrangements with local institutions. Only Cooperating institutional representatives and Executive Committee members rated this as the preferred option (38% and 33% respectively). No Executive Committee member supported giving that body more responsibility to publicize CODESRIA's activities and generate more participation in its programs in their respective regions. More commonly, respondents favored increased cooperation with universities and other institutions and convening more meetings outside of Dakar. It was also suggested that CODESRIA Program Officers visit the regional research institutes more frequently and attend meetings organized by them and that more of CODESRIA's books and journals be published in Arabic and Portuguese.

Financial Sustainability

As a result of its notable achievements and its overall record of fiscal responsibility, CODESRIA has benefited from significant donor support for most of its existence. Nevertheless, there are some grounds for concern in the current international environment in which there are competing claims for ever more scarce resources. Moreover, one of its major donors is reassessing its priorities and another under new leadership has undergone a major reorganization.

Although the large majority of the CODESRIA's constituency voiced concern about the Council's financial sustainability, there does not appear to be a sense of urgency about this situation. It seems that neither the membership, nor the Secretariat accords much priority to the payment of dues. Many of the participants in CODESRIA's programs view it as a well-heeled international organization. The CODESRIA has given some credence to this view, since it has not developed any strategy to increase dues paying members, particularly institutional members. In fact, several respondents to the survey stated they do not recall ever having been asked to pay dues. Many did not even know the amount of the membership fee. The annual dues are \$30 for individual members and \$500 for institutional members. It seems that the one time dues payment becomes an important issue occurs at the triennial General Assembly when only paid members have the right to vote. In June 1995, one month prior to the 8th General Assembly, only two institutional members had paid their membership dues. Currently income from dues accounts for only 1% of CODESRIA's budget.

It is particularly noteworthy that there is no reference to membership dues in that section of the 1993-1998 Plan of Activities, which is quoted at length because of its significance.

CODESRIA will continue to rely on non-African sources of funding although it is necessary that greater efforts be made to increase African contribution (sic) to CODESRIA activities. CODESRIA (sic) present financial position does not ensure long term survival for CODESRIA. Although most of CODESRIA (sic) key donors have indicated long-term interest in the work of CODESRIA, actual funding by these donors will depend on their own evaluation of CODESRIA (sic) performance, their priorities (regional, thematic, etc.), the levels of funding they have and the allocation of these to Africa or the social sciences etc. The attitude of donors differ considerably. Thus while one group increasingly favours project funding another provides institutional support to CODESRIA.

Although a number of donors have been generous to CODESRIA and although we are assured of funding for a considerable number of years to come, this funding is ultimately not permanent and can cease depending on donors' changing evaluations of CODESRIA, the situation in Africa in general or patterns of financial support to development efforts. Nor can annual grants from Africa provide a stable and permanent source of income. CODESRIA needs an endowment. African governments are likely to make a once for all contribution to such an endowment fund than to make annual contributions to a regional non-governmental organization.⁴⁸

It would appear that CODESRIA is looking principally to governments to increase the African contribution to its budget. However the survey revealed a strong reluctance to encourage financial support from African governments out of fear of political interference in the selection of priority research themes, or the politicization of the personnel recruitment system in the Secretariat. Only members of the Executive Committee voiced majority support for seeking funds from African governments (67%). At least 49 per cent of the other consulted groups, Laureates, Cooperating Institutions, and members of Secretariat, indicated that CODESRIA should not accept funds from African governments or only under certain conditions.

While membership fees alone cannot sustain CODESRIA, their payment has ancillary benefits. First it could increase the feeling of ownership members and participants in CODESRIA's

program have about the organization. It would also demonstrate to donors the commitment that African scholars have to CODESRIA. Not insignificantly, paying dues helps avoid the unrealistic expectation in the contemporary world of a free good.

Although 80 per cent of the Cooperating Institutions considered that “donor dependence which could affect research priorities at CODESRIA was its major weakness,” only 43% of these institutions indicated that they had paid their dues to CODESRIA. In response to an inquiry about how CODESRIA might strengthen the African share of its financial support 40 per cent of the institutions suggested the expansion of dues paying members, another 40 per cent advocated seeking local contributions in the various countries and 20 per cent called for financial support from African regional organizations. Among the Laureates, only 35 per cent stated they were dues paying members, yet only 10 per cent stated that had paid each year since joining. More than one quarter (28%) said the dues were too high. Several valuable suggestions were made about how CODESRIA might increase its dues paying members. A key suggestion is that CODESRIA should send written reminders to all participants in its programs. Many recommended that the fees be lowered, or a sliding scale developed according to income. Laureates were relatively reluctant to tie participation in CODESRIA’s activities and the receipt of its publications, particularly *CODESRIA Bulletin* and *African Development*, to the payment of membership dues. It is important to note that the Executive Committee does not view fundraising as one of their major functions. The financial sustainability is a critical, if not an immediately pressing issue for CODESRIA. Particularly during this transition in its leadership, CODESRIA may find that donors will want to take a wait and see attitude before committing new multi year resources to it.

Two of CODESRIA's major donors noted the changing priorities of international donors, specifically the decline in general support, as opposed to project financing. Donor organizations are seeking more efficiency and transparency in program and fiscal operations and clear outputs. Both agencies provide financial support to other research organizations. The Donors expressed some concern about the outcome of the current leadership transition and that CODESRIA had not paid sufficient attention to gender perspectives. They accord top priority to the presence of top management skills in the Secretariat, strong financial accountability and are not fully satisfied with CODESRIA's governance structure. Unlike the Laureates, the Donors attributed more importance to expanding CODESRIA's dues paying membership, than acquiring financial support from African governments. They did lean towards the establishment of an endowment at CODESRIA, but made no suggestions about how one could be created. However, one of the donors is known to support an endowment for CODESRIA. While they personally appeared to be very supportive of CODESRIA, they were aware of changing and not necessarily favorable views within their respective headquarters organizations.

CHAPTER VI

RECOMMENDATIONS

While neither time nor the availability of documentation make it possible for the Consultants to conduct an exhaustive evaluation of CODESRIA, our interviews in seven countries did provide a broad perspective on the view of the Council's far flung constituency. Following the three weeks of field research, because of infrastructural constraints, it was impossible for the Consultants to communicate via phone, facsimile, e-mail or regular mail. One weekend of face to face discussion of the various drafts, direction of the study and proposed recommendations did somewhat alleviate this problem.

This study unquestionably reaffirmed the unique and invaluable role played by CODESRIA to stimulate and publish quality social science research conducted by African scholars. Its contribution to creating a community of African social science scholars across territorial and linguistic lines and serve as a forum for intellectual debate on issues of singular importance to Africa is quite exceptional. However to excel, an organization must embark upon a process of continuous improvement. We have identified several areas in which changes might be made that would enhance the overall functioning and sustainability of CODESRIA.

Organizational Structure and Governance

A. The Secretariat

1. The CODESRIA has grown dramatically since its founding not only with respect to membership, but also in the scope and complexity of its programs. It therefore needs an very

efficient and effective Secretariat. Since the Executive Secretary is expected to provide intellectual leadership for CODESRIA, there should be someone at a sufficiently high level to ensure that the budget and other services that support the program are administered in a transparent, timely and effective manner. Therefore, CODESRIA should have a Deputy Executive Secretary for Administration and Finance. Among the units and functions under this officer would be: the Personnel Office, Budget, Comptroller, Staff Compliance and Grievance Procedures, Procurement, Travel, Facilities and Equipment Maintenance and Membership Development. It is important that the recently appointed Director for Administration and Finance have a rank just below the Executive Secretary and no lower than any other international staff. This would elevate the importance CODESRIA accords to Finance and Administration in the eyes of both donors and constituents. We recognize that there was a Deputy Secretary with responsibility for Administration in the past.

2. The Secretariat should have more mid-level personnel to work in the Program Sections. In view of the volume of meetings and the need, based upon responses from the questionnaire, to make programs more efficient and provide timely information with respect to them, it would be useful to have Assistant Program Coordinators or Program Assistants, to help implement programs in the Sections for Publications, Training and Small Grants, Research and Academic Freedom. These posts can be filled through local recruitment or internal promotions. One gets the sense after several days at the Secretariat that the Program staff are overburdened. We do recognize that some of the complaints about late notices can be attributed to the occasional unpredictability of the delivery system in certain parts of Africa, rather than inadequacies in the Secretariat.

3. Efforts should be made to have a better linguistic balance among personnel at both the International and Local levels. The election of a Francophone scholar in April 1996 to the post of

Executive Secretary represents the first time since the inception of CODESRIA that someone other than an Anglophone or Arabophone has headed CODESRIA. Our interviews with constituents reflected some concern about the lack of linguistic balance at the International staff level within the Secretariat.

4. We were pleased to learn that the new Director, Administration and Finance is rewriting the personnel handbook, preparing job descriptions, revisiting the performance appraisal system and organizing information and training sessions for the staff on the new procedures. Policies concerning sexual harassment, linguistic, gender and other forms of bias should be established and enforced. Clearly defining all policies and procedures and implementing them in a non-arbitrary manner is vital and efforts should be made to ensure that all personnel “buy into” these policies and procedures. Sanctions for non-compliance should be known and utilized.

5. In the area of technology, we have been informed that a Consultant is assessing the technological capability of CODESRIA and will make substantive recommendations in this area. Therefore, we will only note that CODESRIA obtained more modern computers during our stay in Dakar and has had e-mail capability since July 1987. The e-mail server, Poptel/Geonet in London, also provides access the on-line data bases. Internet capability recently became available. This is vital for their work and should reduce communications costs and improve efficiency.

6. While recognizing that CODESRIA relies on external donor support and that program funding may come at any time during the fiscal year, an annual budget should be established and communicated to each Program and other Sections. This will enable particularly the Program Sections to plan and implement programs more effectively. Program Sections should receive

monthly budget account statements in order to manage in a more informed way the resources allocated to their respective areas.

7. Ways should be found to increase internal communication within the Secretariat. In addition to the weekly meetings of the Executive Secretary and Vice Presidents, there should be regular meetings at the Section level, where appropriate information from the “Cabinet” meeting is communicated and where issues of special relevance to the Section are examined. While such meetings can be time consuming, they are very important for the smooth functioning of an organization. Experience in bureaucracies or other institutions reveals that if personnel are not given information, they tend to create it by rumor and innuendo. This is dysfunctional and creates confusion and hence should be avoided by instituting greater transparency.

8. An additional information source might be a weekly bulletin of 1 or 2 pages of typescript listing the meetings of the week, new publications and other activities going on in CODESRIA or in which its personnel are involved.

9. While Total Quality Management (TQM) techniques may not be used widely in Africa, Japanese and increasingly American corporations and Universities are finding that TQM improves efficient program delivery, increases personnel participation and the feeling of ownership in an organization. Generally, it is the people who work in a Section that best understand its problems. A frequent complaint by Secretariat respondents was the late response or feedback from “Administration,” or that they made a suggestion, but there was no feedback. It may be useful to set up Task Forces on selected problem areas, such as program logistics, that would bring together one person from each program unit affected, personnel responsible for travel and the budget officer responsible for issuing per-diem checks to suggest ways to improve existing arrangements. Their

recommendations would be submitted to the Executive Secretary, who may wish to have it considered by the “Cabinet” prior to taking a decision on the recommendations coming out of this process.

10. Another morale issue in the Secretariat appeared to be lack of recognition for work performed. It is easy for top administrators, who have heavy work loads, to become so involved in program decisions and “front burner” issues, that they forget the importance of praising good work. Merit increases, a system for regular promotions and an annual reception to recognize superior performance by personnel or other mechanisms should be developed to help alleviate this problem.

11. On the issue of decentralization, in view of the responses to this question, we recommend that CODESRIA not consider decentralization of the Secretariat at this time. Although the potential advantages of increased visibility and expanded participation in its programs would be beneficial, the financial costs would be too high. We would even question any decentralization of programs, particularly during this leadership transition period. Greater collaboration with member institutions to co-sponsor meetings and activities, and other measures recommended in this section may be better ways to increase the visibility of CODESRIA outside of Senegal.

B. Governing Bodies

12. Three years can be a long time in the career of an academic or graduate student. It might therefore be advisable since the number of social science researchers has increased exponentially since CODESRIA’S founding over twenty years ago, to have the General Assembly every two

years, rather than on a triennial basis. We recognize this would be an expensive change that would require a revision of Article 16 of the Charter.

13. More importantly, the Executive Committee should meet at least twice a year. In addition to the Report of the Executive Secretary, special policy documents should be prepared on substantive items of the Agenda, such as the structure and functioning of an Endowment.

14. In view of the serious underrepresentation of women in CODESRIA's programs and within the professional cadres of the Secretariat, the Executive Committee may wish to establish a Task Force to examine ways to increase female participation and make recommendations to the next General Assembly on this question.

15. The articulation between the Executive Committee and the Scientific Committee and the Administrative Committee was not clear to the Consultants. To ensure coherence, these should be Subcommittees of the Executive Committee and they should submit reports to that Committee for its consideration.

16. Since Institutional support is key to CODESRIA's sustainability, it may be useful to consider the merits of creating two to three "at large" seats on the Executive Committee for institutional members regardless of their regional location. Representatives for these seats would be elected by the Institutional Members at the General Assembly. If CODESRIA decides to implement the Charter provision which allows for Associate Members, it may wish to have an Ex-officio, non voting seat for a representative of the Associate Members. The rationale for these proposals is outlined under the section on Membership Structure.

C. Membership Structure

17. Article 6 of the Charter provides for three types of members: institutional, associate and individual members. The Associate members are to be extra-regional institutions involved in training and research in the social sciences with respect to Africa. It seemed clear from our survey that most of the “members” of CODESRIA are not paying dues on a regular basis. Since Institutional members are assessed \$500, it is important for them to believe they are getting their money’s worth or more than individual members. We do not know if Institutional membership enables an institution to have 4 or 5 individuals listed as members and receive a similar number of the *CODESRIA Bulletin*, *African Development* and copies of Green Books free of charge. Having reserved seats on the Executive Committee for Institutional members may provide an additional rationale for these organizations to pay their membership dues. One of the Directors of the cooperating institutions suggested that if CODESRIA could expand significantly its institutional membership contributions, it could enhance its financial standing.

18. The Consultants do not know the number of extra-regional Associate Members and if they pay dues on a regular basis. Efforts to increase selectively Associate Members would probably create new markets for CODESRIA publications and provide opportunities for partnerships with respect to research projects. Having Associate Members from donor countries may also provide donors with an additional incentive to continue financial support. Associate Memberships would have to be cultivated carefully in order to maintain the African character of the organization.

19. While increasing dues paying members, particularly if they are individual members, may not dramatically increase CODESRIA’s resources, there are other benefits. Increasingly donors want to know how an organization is appreciated in its own context. Dues provide a key indicator.

Someone who pays dues to an organization, not only feels more a part of it, but tends to follow more closely the entity in which he/she has invested. Ways should be identified and implemented to increase the number of dues paying members. Reminders about dues should be sent in the quarterly issues of *CODESRIA Bulletin*. We would even recommend that except for University Libraries, only dues paying members and subscribers to *Africa Development* be eligible to receive the *Bulletin*. Our impression was that respondents deeply appreciated the *Bulletin*, relied upon it as a source of information about CODESRIA and hence might be willing to pay dues to receive it.

20. Recognizing that the financial situation of CODESRIA's members vary, it may want to consider a sliding scale membership fee based on salary. This is a typical mechanism used by most professional associations in the North and may be transferable to Africa. We therefore recommend that the Secretariat study this issue and prepare a document on Membership Development for the next meeting of the Executive Committee, that would include the suggestions made in points 17-20.

Program Related Matters

A. Visibility of CODESRIA and its Programs

21. Findings from the survey reveal that neither CODESRIA, nor its products are that well known outside of a relatively narrow circle of academics. It was quite surprising to learn from Secretariat documents, for example, that virtually all of the Nigerian candidates for the Small Grants program came from only four universities. More must be done to increase CODESRIA's visibility both in and outside of Africa. We noted that CODESRIA does not have a Public Information Officer. The Executive Secretary may wish to recommend the creation of such a position at the international or local staff level. This individual would prepare press releases on CODESRIA's meetings and

publications and send them directly to local newspapers in Africa or work through the Pan African News Agency (PANA) based in Dakar. This Information Officer might arrange press conferences for the Executive Secretary at the end of the General Assembly, Executive Committee sessions, Gender or Governance Institutes to elaborate on the highlights of the meetings, or to announce the findings of major publications. The annual report on Academic Freedom in Africa is a publication that would warrant such a press conference, as would meetings and reports on democratization. The proposal to put the *CODESRIA Bulletin* on internet could, if the internet address is widely disseminated, greatly increase CODESRIA's visibility.

22. One other obvious strategy is to hold more meetings outside of Dakar. Every other meeting of the Executive Committee might be convened elsewhere. Other workshops or conferences should be planned outside of Senegal preferably in a city where CODESRIA has a strong institutional member that can facilitate logistical arrangements and serve as a co-sponsor for the meeting. Keeping in mind its fiscal accountability responsibilities, CODESRIA could still handle all ticketing arrangements and any per diem payments.

23. Members of the Executive Committee should be able to identify speaking engagements in their respective regions for CODESRIA top officials, that might provide some press coverage and membership development opportunities.

24. As CODESRIA begins to support research with policy implications, the Secretariat may wish to consider ways to "package" highlights and major findings of special meetings or publications in two to five page "Briefs" that would be sent to Chiefs of State, Members of National Assemblies and other policy relevant persons in the various African states. It might be useful to start on a pilot basis by sending such materials to African officials in the countries where Executive Board members are

located and representatives of donor countries over the next two years and evaluate the impact of such a practice.

B. Publications

25. Virtually all respondents considered CODESRIA's publications the, if not one of the most important aspects of its program. However, we found four principal complaints about the publications programs: (1) the time it takes to get a manuscript published; (2) concern that the books are not well distributed; (3) the belief that publications are not always of the highest quality; and (4) mainly the concern of the Consultants, that CODESRIA documents and publications contain too many errors. The volume of work in this Section requires additional editorial assistance, or better trained staff. This challenge is well known to the Secretariat and it may be that the additional training of staff in this Section, announced in paragraph 4.9 of the *Report of the Executive Secretary to the 41st Session of the Executive Committee*, may address this problem.

26. The appointment of a Distribution Officer for Publications is a welcomed addition to the Publications Section. Many African Studies programs in the United States, Canada, and Europe would be very interested in CODESRIA publications, if they knew about them. It would be useful to obtain a list of these programs and send them the publications list. In addition, placing advertisements of new publications and subscription forms for CODESRIA journals in the main publications of professional African Studies journals and newsletters in the above mentioned areas might also expand sales.

27. If it has not already done so, CODESRIA should organize a book exhibition at the annual meetings of professional associations of African studies in the United States, Canada, the United

Kingdom, France, Switzerland and the Nordic Countries, if such exhibits are a common practice in all of these countries. These exhibitions typically generate book orders, provide contacts with African scholars who may be seeking a publisher for their work and can facilitate Associate Membership development.

C. Small Grants Program

28. In view of the priority accorded to the Small Grants program by CODESRIA's constituency and the importance of this program for young researchers, it is vital that it continue to be run efficiently and effectively. Since it is a complex, labor intensive program, because of the number of applicants, the selection committee and the book purchase program associated with it, we were concerned to see in the recent staff restructuring that the former Program Assistant managing this program does not appear to be associated with it any longer. Therefore, we would recommend in light of the Executive Secretary's Memorandum of April 12, 1996 outlining the new tasks assigned to the Deputy Executive Secretary for Training and Grants and the staff listing provided to us, that someone be added to his staff with responsibility for this program.

29. The country scope and gender of the Small Grants Laureates continues to be fairly inequitable. While we believe that merit should continue to be the principal factor, a greater effort should be made to encourage underrepresented countries and females to apply. Perhaps proposal preparation workshops could be held at some of the universities that attract larger numbers of female graduate students and in underrepresented regions or countries, such as Lusophone Africa. Executive Committee members could assist with the identification of such universities. Although CODESRIA may wish to bring in graduate students from neighboring states and that would incur

some expenses, this could be a relatively low cost program activity. It would involve two to three days and, if the instructor were not from the Secretariat itself, a Consultant fee and expenses for a member of the Selection Committee who has special skills in proposal writing, as well as knowledge of the pool of candidates.

30. While there might be resistance to establishing a quota within the current Small Grants program for females, CODESRIA may wish to prepare a proposal for additional funds to address the underrepresentation of females in the Small Grants and other CODESRIA programs. Should this recommendation be implemented, it is vital that there not be a corresponding reduction of female laureates in existing programs.

D. Training

31. The summer Institutes on Governance and Gender were also cited by respondents to the survey as very important programs. In view of the concerns expressed about the quality of the lecturers for the Gender Institutes, special attention should be given to attracting the very best experts in this field. It is a relatively new area of inquiry, but a lot of literature exists. Women who are interested in this subject are often rather passionate about it and hence more demanding either in terms of academic rigor, or the language of gender discourse.

E. New Initiatives

32. We have noted that CODESRIA is discussing the possibility of collaboration with the Institute of Humanities of the Africa Studies Program at Northwestern University of an exchange program of scholars in the areas of culture, literature, cinema and philosophy. Related to this activity

are negotiations with the Ford Foundation on the possibility of establishing an Institute on Art and Culture probably at the University of Ghana, Legon. As these two activities would appear to stretch too far CODESRIA's fields of competence, we would recommend that any work in the humanities be confined to the study of how literature, cinema and art are a reflection of socio-political realities or protest in Africa. Similarly, African philosophy should be examined within the context of those African values that inform socio-political actions and economic choices. In that connection, the proposal to have a biannual seminar on Cinema and Social Sciences in Africa would appear to keep CODESRIA within the confines of its principal vocation.

Financial Sustainability

33. Since a large majority of the respondents recognized that CODESRIA's financial sustainability should be a matter of concern, it might be useful for the Executive Committee to examine this issue closely with the Secretariat and propose measures to address this question. Neither government donors nor private foundations fund grantees in perpetuity. New donors and new resources should be identified. The Executive Committee may wish to establish a Subcommittee on Sustainability or Resource Generation to focus their attention on this critical area of the organization's existence and identify ways to increase income from African and non-African sources. It should also examine how to increase income generating activities and cost saving measures at CODESRIA.

34. While recognizing that this type of money is hard to find, we recommend the establishment of an endowment for CODESRIA. It may be that certain donors, such as the Ford Foundation may be willing to assist with this project, particularly if there is a matching component. Every effort

should be made to obtain funds from African governments and intergovernmental organizations such as the Organization of African Unity. It may be that the large multinational or even smaller private corporations with investments in Africa would be willing to make a contribution to such a project. Such incentives as naming the CODESRIA library, conference room or other facility for a major donor might be used as a marketing tool. Bronze plaques on which the name of the donor is inscribed in CODESRIA headquarters for all contributions over a given amount might also foster greater interest. If it has not been done already, a Secretariat document on the establishment of an Endowment and Endowment fund management should be prepared for consideration of the Executive Committee so that this issue can be addressed at the ninth session of the General Assembly. The twenty-fifth anniversary of CODESRIA would be an excellent time to launch a fundraising drive for an endowment. Meanwhile, since CODESRIA appears to have enough operating capital from its present donor support, it should start placing membership dues into a blocked account for an endowment.

35. Expanding financial contributions for its work or at the very least maintaining the level of support will be a major task of the new Executive Secretary. Fundraising is a special skill that is not innate and it is quite time consuming. It may be necessary to consider hiring a Development Officer at CODESRIA who has this as his/her sole function. In addition to the normal personal cultivation contacts, there are publications and on-line services that provide information about private donor priorities. This individual should report directly to the Executive Secretary, but must maintain excellent relations with the Section on Budget and Administration.

36. Finally, It is very important for CODESRIA to continue to maintain excellent relations with its present major donors. Competition for resources is increasing, particularly as countries face

scaled down resources for external assistance programs and both countries and foundations reassess their funding priorities. Some donors seek greater policy influence in exchange for financial support through membership on a restructured Executive Committee or other body. While we would not recommend creating positions on the Governing Bodies for donors, there might be ways to foster greater dialogue between those donors who seek such a relationship and the Executive Committee. We recommend that CODESRIA consider including in one meeting of the Executive Committee per year a “Dialogue with Donor Agencies.” It is very important for the Executive Committee to have a better understanding of donor views and expectations and for donors to appreciate the priorities and perspectives of members of the Executive Committee.

In conclusion, we are convinced that CODESRIA is an invaluable organization that has stood the test of time. It is the sole pan-African organization that provides a platform and resources for the African scholarly social science community. At a time when universities have been weakened by declining resources and in some cases politicization, CODESRIA is an even more important oasis for academics deprived of basic equipment and opportunities for free and stimulating discourse. As the international donor community continues to accord priority to basic education rather than university training, CODESRIA must remain a constant reminder of the capacity and desire of African scholars to pursue social science research critical to African economic, cultural and social development. It may be that as African policy makers and international donors recognize through CODESRIA’s activities the value of this scholarship, that increased resources and greater academic freedom will be accorded to African universities.

ENDNOTES

1. See article Mkandawire's article on the three generations of African scholars in, *CODESRIA Bulletin*, No.2, 1993.
2. CODESRIA, *Self Evaluation of CODESRIA: Draft Terms of Reference and Work Plan*, Dakar, Senegal, December 1995, p. 5.
3. Those participating in the January 23rd meeting were: Ayeshi Imam, Fatou Sow, Amady Ali Dieng, Mohamed Mbodj, Amel Kane, Abou Moussa Ndongo and from the Secretariat, Tade Aina, Mamadou Diouf, Ebrima Sall and Jeanne Gahamanyi.
4. Memorandum from Marie-Hélène and Charles of Universalia to Real Lavergne and Leone BA of IDRC, Dakar dated 2 February 1996, p. 1. For information about Universalia's techniques, see Universalia, *A Framework for Conducting Assessments of IDRC Funded Research Institutions Memo*, Montreal, 1994.
5. See cogent discussion of the impact of these institutions in, Abdalla S. Bujra, "Whither Social Science Institutions in Africa: A Prognosis," *Africa Development*, Vol XIX, No. 1, 1994, pp. 138-142. The nine socio-economic development institutions include, ACARTSOD on social development, IDEP for economic planning, ESAMI and AAPAM for management and administration, RIPS and IFORD for population, CAEM for monetary studies, UNAFRI for crime prevention and ACRCW for women's studies.
6. *Ibid.*, p. 143.
7. See Thandika Mkandawire's discussion of this period in, *CODESRIA: 20 Years*, Report of the Executive Secretary, 26 November-1 December 1993, p.1-3.
8. While the official date for the launching of CODESRIA is 1973, in a statement for the 20th Anniversary report, Samir Amin uses the date of 1972. See *CODESRIA: 20 Years*, *op.cit.*, p. 2.
9. See the excellent discussion of this formative period in the "Briefs from the Secretariat" appended to the Evaluation of CODESRIA, Part I, North and West Francophone Africa, by Dr. Abdulkader Djeflat, pp 5-10.
10. Dr. Abdulkader Djeflat, "North and West Francophone Africa, Part I, Evaluation of Codesria, (no date), p. 73.
11. Stefan de Vylder and Anders Hjort af Arnäs, "*Social Science in Africa: the Role of CODESRIA in Pan-African Cooperation*." SAREC Documentation, Evaluations 1991:1, p. 147.
12. *Ibid.*

- 13.Simi Afonja, Part II: West Africa, CODESRIA Evaluation Report, 1985, pp. 86-88.
- 14.CODESRIA, "Executive Committee Reaction to Evaluation Reports," Dakar, 1985, p. 88.
- 15.Claude Ake, *Social Science as Imperialism*, Ibadan: Ibadan University Press, 1979. This work remains a classic among the critical studies on the modernization paradigm.
- 16.*Ibid.*, p. 191-192.
- 17.Cited in Stefan de Vylder and Anders Hjort af Ornäs, *op. cit.*, pp. 1-2.
- 18.A credible explanation offered by one of the few prominent founding members still actively involved in CODESRIA's activities is that because mainstream social scientists were generously funded by their respective national governments, they were generally not responsive to CODESRIA's research agenda and shunned its overtures. It was the radical scholars who, having been denied research funds by their peers who controlled funds from national governments, turned to CODESRIA to advance their research and academic interests.
- 19.*Op. cit.*
- 20.L. Adele Jinadu, *The Social Sciences and Development in Africa: Ethiopia, Mozambique, Tanzania and Zimbabwe*, cited in , SAREC Report RI: 1985, p. 19.
- 21.*Ibid.*
- 22.Charles Lusthus *et al*, *Institutional Assessment: A Framework for Strengthening Organizational Capacity [by] IDRC's Research Partners* (Ottawa, IDRC, 1995, p. 20.
- 23.*Ibid.*, p.35.
- 24.*Ibid.*,p. 51.
- 25.The respondent from Ethiopia said, "CODESRIA is the most incompetent organization I have known. Its incompetence is legendary. For instance, it has no list of its members."
- 26.See the percentages of responses to question 16 in the Laureate questionnaire and question 19 in the questionnaire for the Cooperating Institutions.
- 27.Excludes Industrial Policies, AFARW and APSA staff.
- 28.See Bujra, *op. cit.*, p. 148.
- 29.CODESRIA: *20 Years*, *op.cit.*, p. 18.
- 30.Mkandawire, *CODESRIA: 20 Years*, *op. cit.*, p. 18.
- 31.Vylder and Ornäs, *op. cit.*, p.24.

32.Mkandawire, *op.cit.*, p.18.

33.CODESRIA, *Report of the Executive Secretary to the Eighth General Assembly of CODESRIA*, Dakar, 26 June - 2 July 1995, pp. 40-42.

34.*Ibid.*, p.19.

35.Rapport du Programme des Peites Subventions pour l Redaction de Memoires et de Thèses, typescript, prepared in February 1996, p.3.

36.*Ibid.*, p. 9.

37.*Ibid.*, compiled from data in Table 4 on p. 6.

38.This is a temporary arrangement. The secretary who is currently working full time for the Academic Freedom Program was its part-time secretary until May 1996, while at the same time serving as the Program Assistant for both the Small Grants Program and the Reflections on Development Program. As the Reflections Program has come to an end and the secretary in question is no longer working for the Small Grants Program, she is now working for the Academic Freedom Program until she begins working full time for the DAE-funded Education Finance Program, which will begin shortly. A search for a Program Officer to run the Education Finance Program is underway. When this program starts, another secretary will work part-time with the Academic Freedom Program.

39.*The State of Academic Freedom in Africa, 1995*, Dakar: CODESRIA, April 1996, p. 1.

40.*Ibid.*, p. 2.

41.Executive Secretary's Report, 37th Session of Executive Committee Meeting, Dakar, 22-24 August 1994.

42.CODESRIA: *20 Years*, *op.cit.*, p. 22.

43.*Ibid.*, p. 10.

44.*Report of the Executive Secretary to the Eighth General Assembly of CODESRIA*, *op.cit.*, p. 80.

45.*Ibid.*, P. 94.

46.CODESRIA, Plan of Activities, 1993-1998, typescript, [PLAN94.DOC, 144/07/95].

47.Codesria, *Report of th Executive of the 41st Session of the Executive Committee*, *op.cit.*, p. 12.

48.CODESRIA, Plan of Activities, 1993-1998, *op. cit.*, p. 20.

APPENDICES

APPENDIX 1

THE BROAD AREAS AND SUB-THEMES OF THE 1996 SELF EVALUATION OF CODESRIA

The Mandate/Mission of CODESRIA

- CODESRIA's main objective of promoting an autonomous capacity for social science research in Africa;
- The nature and context within which the mandate is given, changes within it and CODESRIA's adaptation;
- The fulfillment of this mandate through the various activities of:
 - research
 - publications
 - training
 - advocacy
 - documentation
- The principles guiding this mandate such as:
 - Pan-Africanism
 - Democracy
- The extent to which CODESRIA responds to and reflects the intellectual community.

The Governance of CODESRIA

- the oversight functions of the Executive Committee
- the representativeness of CODESRIA as expressed in
 - renewal of membership
 - presence and participation across generations, gender and disciplinary groups
- transparency of governance process;
- cost effectiveness of governance;
- effectiveness of the Executive Committee in giving direction and scientific leadership.

The Operational Systems and Management of CODESRIA

- overall organizational management;
- programmes management
- financial management;
- human resources management;
- use of technology;
- inter-institutional relations
- strategic management.

Sustainability/Institutional Development

- the sustainability of CODESRIA as a Pan-Africa institution;
- the perception of CODESRIA and its performance by its constituencies and stakeholders
- the profile of CODESRIA in relations to collaborative and competing institutions;
- the funding regime of CODESRIA particularly the pattern of distribution between core, programme and project funding;
- the financial sustainability of CODESRIA;
- the moral sustainability of CODESRIA in terms of adherence to certain ethical principles;
- the overall institution-building process-extent of.

Institutional Culture

- values
- history
- memory and learning within CODESRIA
- work ethics;
- incentives systems (both material and non-material)